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ABSTRACT

The document contains the verbatim reports of nine hearings held on H. R. 14454, the bill to extend the authorization of appropriations for the Vocational Education Act of 1963 until Fiscal Year 1980, including the full texts of all prepared statements and exhibits of various kinds. The statements were made by a wide variety of people, including State and local school superintendents; program directors and teachers from all branches of vocational education, special education, Indian education, and other areas; vocational teacher educators; and representatives from State departments of education, student organizations, the farm bureau, State and national advisory councils, various professional organizations and businesses, and students involved in correctional education programs. Some statements are of considerable length and contain detailed information about State, local, and special programs. A 116-page section is devoted to a draft of legislative proposals for vocational education based on a study carried out by the American Vocational Association and a 101-page section contains exhibits presented by the American Association of Community and Junior Colleges. The annual reports of the State Advisory Councils on Vocational Education are summarized and the text of H. R. 14454 is included. (SA)

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VOCATIONAL EDUCATION AMENDMENTS OF 1974

HEARINGS

BEFORE THE

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OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-THIRD CONGRESS

SECOND SESSION

ON

H.R. 14454

A BILL TO EXTEND THE AUTHORIZATION OF APPROPRIATIONS FOR THE VOCATIONAL EDUCATION ACT OF 1963 UNTIL FISCAL YEAR 1980

HEARINGS HELD IN WASHINGTON, D.C., MAY 6; JULY 31;
AUGUST 1 AND 13; SEPTEMBER 24, 1974;
RALEIGH, N.C., APRIL 26, 1974;
FOND DU LAC, WIS., JULY 12, 1974;
MINNEAPOLIS, MINN., JULY 13, 1974; AND
SEATTLE, WASH., AUGUST 28, 1974

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

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VOCATIONAL EDUCATION AMENDMENTS OF 1974

FRIDAY, APRIL 26, 1974

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Raleigh, N.C.

The General Subcommittee on Education met, pursuant to notice, at 9:45 a.m., in Raleigh, N.C., Hon. Carl D. Perkins (chairman) presiding.

Present: Representatives Perkins, Lehman, and Andrews.

Staff members present. Jack Jennings, counsel; and Charles Radcliffe, minority counsel.

Chairman **Perkins**. The hearing will now come to order. I am pleased to be here in Raleigh, N.C., to hear testimony on the Vocational Education Act. Chancellor Caldwell, would you like to make a statement at this time?

Chancellor **Caldwell**. Ladies and gentlemen, I hope these important hearings were not waiting on me to commence. In any event, I am here now. Chairman Perkins will get under way as soon as I say welcome to him and his colleagues from the Congress of the United States.

I am glad he has decided to conduct this hearing in North Carolina on our campus. We are highly engaged in vocational education. We have been historically centered in the vocational areas. Chairman Perkins, I want to tell you that all of us in education and more specifically, those of us in higher education, are indebted to you for the way you have conducted yourself in the Congress of the United States in the field of education. You have been an admirable example of a good committee chairman. I want to thank you.

Also, I want to thank you for bringing your minority representative with you. I have a Wisconsin mother-in-law who is the staunchest Republican you ever did see. Thank you.

The **Chairman**. Chancellor Caldwell, first let me thank you for your most gracious welcome.

Next, let me introduce the persons with me this morning. Of course, you all know Congressman Andrews, on my left. Congressman Lehman will be here later. Congressman Quie was scheduled to be here, but could not make it at the last moment. He is being represented by Charles Radcliffe, minority counsel; Jack Jennings, counsel of my subcommittee staff is also here.

In 1963, when we were only spending approximately $100,000 or $150,000 under the George-Barden Act, and nothing in the way of trades and industrial vocational education, we knew something had to be done. At that time, North Carolina was out in the forefront with their own vocational school. Representatives from North Carolina came to Washington to testify and gave us a lot of good ideas about the formula. We enacted the Vocational Education Act of 1963 which, for the first time, provided construction funds for vocational schools throughout the country.

I want to also add that that conference committee, to my knowledge, was the last one Senator Lister Hill sat on before he retired from the Senate.

Then the next year, in 1964, we added a provision in the Appalachian bill so that the poorer communities in the Appalachian area could get 80 percent of their costs from the Government to construct vocational schools.

The expansion of vocational schools in North Carolina certainly makes anybody feel good, because they are industrially oriented—more so perhaps than in any other State I know of.

I am delighted to be here in Raleigh this morning to commence hearings on occupational, vocational and career education. These will be the first major hearings conducted by a committee of Congress on vocational education anywhere in the country since the 1968 amendments to the 1963 act were enacted.

I do want to state that it was Congressman Quie from Minnesota, a great leader in education in this country, and I who took the bill which became the Vocational Education Amendments of 1968 to the full committee.

We are beginning these hearings today in North Carolina because of the outstanding leadership—both past and present— which your State has demonstrated in the field of vocational education. A deep commitment to vocational training is evidenced by the fact that the amount of State funds supporting vocational education programs in North Carolina is approximately five times greater than the Federal share of funds received for this purpose. And, I was informed that an additional $5 million has just recently been added to the State level of support for vocational education by the North Carolina State Legislature for the remainder of this fiscal year and for fiscal year 1975. This is the kind of commitment we would like to see all States make to vocational education.

These additional funds will allow the many fine vocational education programs that have already proven their success in your State to continue, as well as to permit you to expand others and to create still others.

I know that you have especially strong secondary education programs in North Carolina which provide job entry skills for your youth who may not plan to continue on to post-secondary training. And, I know, too, that your secondary schools have established an excellent rapport with postsecondary institutions, technical institutes, community colleges and universities, to further assist those students who continue their education, whether it be at a technical institute or at the academic level.

Particular attention is drawn, too, to your State's excellent curriculum development program, with strong emphasis placed on individualized instruction.

And, most important, is the unique role North Carolina has displayed in involving local people in the policy and planning decisions for its vocational education and training programs. It is of great interest to me to see the new approach you have taken in encouraging local citizenry and parental involvement by the use of State-wide television. This new approach which your State has just undertaken is, I believe, a good example of why North Carolina is a leader in providing vocational, occupational, and career training opportunities to the youth of our State. This is the kind of success we in the Congress had hoped to see result from the implementation of the Vocational Education Amendments of 1968. Of equal importance to you here today, as well, is the knowledge that your State educational system is constantly willing to study new approaches in the area of vocational education.

Another reason I am especially pleased to be holding our first hearing on this subject in Raleigh today is my esteem for my colleague and your Congressman, Ike Andrews.

While Ike Andrews has only served in the Congress for 15 months, he has proven himself to be a hard-working and exceptionally effective member of the Education and Labor Committee. I am not only proud to have him serve on my committee, but you here today should be grateful to have him as your representative and voice in Washington for education in North Carolina.

I could not commence these hearings without mentioning to the people of North Carolina the great assistance Ike Andrews provided us in the Congress in achieving an equitable formula for distribution of title I funds under the Elementary and Secondary Education Act. As most of you may know, this is the program that provides Federal assistance to local schools for the education of disadvantaged children Ike Andrews worked long and hard on this major piece of legislation and was instrumental in protecting the interests of the children of North Carolina, as well as the other States of the South in the final title I formula. It was Ike Andrews who saw to it that the children of North Carolina would not be cut back in their funds, but would continue in the years ahead to receive their fair share of Federal aid to education.

I would also like to point out that we have witnesses who will appear before us today from a number of other States—South Carolina, Alabama, and Texas. Those States, too, have made great progress in providing vocational education. And, we are looking forward to hearing of their achievements.

I have found it most beneficial to come to the areas in the country where we have good vocational institutions to get first-hand information, grass roots support and suggestions. It is much more convenient than calling everybody into Washington. I very seldom travel abroad. In fact, I have never traveled abroad as chairman of the Education and Labor Committee, nor have I ever traveled abroad at the Government's expense since I have been in Congress.

We will be holding further field hearings in Wisconsin and Minnesota in July and then resume hearings in Washington in August and September.

I certainly know that we are not spending enough money today for vocational education. Al Quie, the minority ranking member of this committee, and I have discussed this subject and with Congressman Andrews we feel within the next 2 or 3 years, we will be doubling the expenditure of funds for vocational education above what we are presently spending. Currently we are spending about $3 billion 29 million in the United States. On the Federal level $474 million; that has gone up from $396 million in the last 3 years and it is up for fiscal 1975, up to about $500 million. In North Carolina from the Federal level the amount has gone up from about $12 million in 1971 to about $16,171,000. That is for State and local. For secondary education, your Federal allocation is $11 million. It has jumped from $8 million in the past 2 years. For post-secondary, you are receiving approximately $4,925,000, which jumped from $4 million in the last 2 years. I certainly want to see this great program and the great program that you have in this State continue to go forward and advance in the future.

I commenced my career as a teacher in education right in the heart of the depression. My certificate was earned after 2 years of college back in 1932. I attended a little rural school. At $9.60 a month, I decided I could not make a living and it would be better for me to try to manage to go to law school. So, I decided that I would get out of the teaching business and go into law. But when I came to the Congress, I came with that in my mind that somewhere along the line, we had to make teaching a profession and we had to provide vocational training. Let it be professionally oriented, trade, and industrially oriented. No State has made greater progress in training people for industry where that industry wants to locate within that State. That is one of the reasons we wanted to come here and I certainly want to tell this group another reason I am here today. We have been bogged down in Washington for about 16 months on the Elementary and Secondary Education Act arguing over an equitable distribution of title I money. Some of the richer States felt like they had about 70 percent of their children on AFDC, some of the poorer States like Mississippi, Tennessee, Arkansas, could not count a child in a family with an income above $2,000. Whereas in New York, you can count all those children on AFDC if they were receiving $5,000, $6,000 or $7,000. It was the same in Connecticut, New Jersey, and other wealthy States in the country. We were trying to achieve equity, trying to treat all the children in the Nation alike. We knew we did not have the vote to do that, but we came as close to it as we possibly could and we cut back on the AFDC payments, considerably.

My good friends, it is a pleasure to be here, to open up these hearings. We promised the Office of Education, I should make mention of that, sometime ago during the hearings on elementary and secondary education, that we would consider all Federal vocational educational programs. Some of the programs they recommended that we consolidate we did not consolidate but we would welcome testimony from the witnesses today on the concept of consolidation and on any suggestions you feel may improve the vocational schools in this country within the next 2 years. It is my hope and belief, and I say this with all sincerity, that we will see inroads. This is an area that is the cheapest insurance against welfare and unemployment in the country. We can double the sums.

Now, Mr. Andrews, if you have a statement, you may proceed.

Mr. ANDREWS. Thank you again for coming here.

First of all, I guess I am guilty of having traveled overseas at Government expense but that was long before I got to Congress, back in about World War II.

Chairman PERKINS. I am guilty of that, too.

Mr. ANDREWS. Let me just emphasize this; there is absolutely no partisan politics in vocational education and there certainly should not be. I see my good friend Jim Hunt has come here, I hope to testify. We have asked the Governor to come here. I do not know if he will or not.

Al Quie promised me he would be here today. I later learned that would be impossible. Jim Martin, a very fine Republican told me he would be here and I hope he will yet show up.

Vocational education, as most of you know, is the oldest program of the Federal Government having started in 1917. It has survived during both Republican and Democratic administrations and should survive throughout any administration and I am sure it will.

As to the timing of the conference here, it was decided long, long ago that as soon as the committee completed its vote with the very major programs, we would then undertake hearings and begin work on vocational education. I do not think anybody knew last year when we started work on the Elementary and Secondary Act that it would take this long. That passed the Congress last year. The chairman promised me that the first hearings would be held in Raleigh, N.C. This State is recognized as having some of the finest programs and certainly some of the finest people working in them.

It is required that the States match dollar for dollar. North Carolina has consistently matched the Federal allocation to the extent of $5 not $1.

I am glad to be here at this time to move on with the upgrading of this fine program. I appreciate all of you here in support of it and we will have a continually improving vocational program in North Carolina and throughout the country.

Chairman PERKINS. Charlie Radcliffe, minority counsel for the committee, is here today representing Mr. Quie, who is one of the greatest proponents in the Nation. Do you have a statement?

Mr. RADCLIFFE. Mr. Quie is very sorry he was unable to be here and I would certainly concur with the remarks that have already been made.

Chairman PERKINS. I understand. Our first witness is the Honorable James Hunt, Lieutenant Governor, State of North Carolina.

Mr. Governor, you may proceed in any way you prefer but before you start, I may have neglected to bring to the attention of the people, the fact that I have used your State Department and have called them on a dozen different occasions. I contacted Dr. Craig Phillips, Bob Strother, Nurham Warwick, and others in connection with running these formulas. We were having to see that not only North Carolina received equitable and fair treatment but children in other States throughout the country.

The State Department of one State in this Nation who we felt wanted too much money, the State of New York, has a large department of education in Washington. So, we had to call on some outside help and we used your good people in this State more so than any other State in the Nation for that purpose.

Go ahead, Mr. Governor.

STATEMENT OF HON. JAMES B. HUNT, JR., LIEUTENANT GOVERNOR, STATE OF NORTH CAROLINA

Mr. HUNT. I am James B. Hunt, Jr., Lieutenant Governor, State of North Carolina.

I want to say first of all how glad we are to have you here, how grateful we are to have you here so we can know you better. You mentioned working with our State department of education. We are proud here in North Carolina that we could provide this kind of help. We think once in a while somebody does need to keep New York State straight and we are proud to do our share.

I am delighted to be able to speak today in support of vocational education legislation. Obviously, my position as Lieutenant Governor would force upon me an interest in training programs for all our populace, but beyond that, as an active member of the North Carolina State Board of Education, I have seen the effectiveness and the effect of good vocational education programs on our youth and adults.

I also want to commend the decision on the part of this committee. I believe the involvement of citizens in terms of where we are going to go in America is critical.

It is extremely wise of the Congress to hold such preliminary hearings in anticipation of new vocational education legislation. The involvement of citizens in this decision is critical. Snce 1917, history shows that new legislation in this field from the Federal level has always been preceded by the input of millions of our citizens. In this area of education in particular, I feel the Congress has been responsive to the wishes of the American people and when Congress has acted, educational opportunities have grown. Witness for example the massive expansion given to vocational education programs with the passage of the Vocational Education Act of 1963 and the subsequent amendments of 1968.

Since 1963, trade and industrial education programs in North Carolina have more than doubled at the secondary level; programs in business and office education have been greatly increased, though not nearly enough to meet the needs; distribution and marketing programs have increased by one-third; and health occupations has experienced at least a 10-fold increase. One might anticipate that with this growth agricultural education would have declined but in North Carolina such has not been the case, except to a very slight degree, and interest in agricultural educational programs is growing rapidly once again, not only in rural but also in urban areas.

The need for increased opportunities of a vocational nature for our population has been pointed out recently in a study done by Cruze, Johnston, and Bressler of the Research Triangle Institute in North Carolina entitled, "North Carolina Educational Policy Plans for the 1970's." I am very interested in this study because it indicates some of the things we are going to have to do to prepare for the things to come. So often in education as well as in other areas, we look at the needs right now without taking into consideration the needs to be required later. In this study, there are data which speak to the educational system requirements for the decade of 1970–80. There exists in this decade, according to this report, a training requirement of 1,161,600 individuals to move into the work force throughout this period of time. The largest number of individuals needed—352,200—is centered in the high school graduate category.

> Other requirements in decreasing order of importance are for post-secondary technical and vocational training (217,800), high school 1–3 training (187,100), college 4 plus training (174,900), and college 1–3 training (166,900).

The report goes on to say:

> Training requirements at the secondary level indicate a strong need to retain current school age youth in the educational system until high school graduation. Availabilities of work force new entrants with high school diplomas, estimated from information reported elsewhere (N.C. Department of Public Instruction, 1974) which forms the basis for projections of graduates and enrollments at each level of secondary and post-secondary education as discussed in a separate technical paper . . . and summarized in Chapter 3, fall below baseline training requirements by 156,200 (352,200 minus 196,000).

This excess training requirement of 156,200 people in our high school program must be met by good vocational education programs not now in existence. We must come forward with the funds and the capacity to give vocational training to that many more students in North Carolina than we are now providing for.

In addition, the report says:

> Post-secondary technical and vocational training requirements over the 1970–1980 decade total 217,800 in contrast with the projected availabilities of new entrants of 168,000 if trends continue. The additional 49,800 work force new entrants will require 67,300 technical and vocational program completers or early leavers with marketable skills (ELM's) assuming 74 percent of these completers enter the work force as estimated in a separate technical paper.

Now, Mr. Chairman and members of the committee, these two bits of data point out the extreme need for massive growth in vocational education programs in our State. The projected cost in North Carolina over the decade for this growth is astronomical. I am sure that many who appear before your committee today will speak in behalf of additional Federal funding. There are those who consider one-third of the total cost of public education to be the rightful expectation one can make of the Federal Government for input. This percentage may or may not be correct. North Carolina has moved far beyond a simple matching of Federal moneys since 1917, and thus in our State Federal funds have served as incentive and have not been the backbone of our programs. In my opinion, this is the way Federal funding can and should work.

You may be interested to know Mr. Chairman that our past general assembly, where I preside, for example, appropriated an additional $5 million of State funds for vocational education, to be used in a totally flexible manner at the local level, with such funding to go on a per pupil basis by formula to the local administrative units. This may seem to be a small amount of money, but when one realizes that it is in addition to the more than $24,307,816 of State moneys spent by North Carolina to match the $8,117,745 of Federal moneys in 1972–73 for the high school vocational program, then one begins to realize that North Carolina is indeed more than willing to pay its own way for education.

Now I believe, the history of vocational legislation shows that directive incentive funding from Washington can work. These funds can be, what I like to call, leadership funds and should never, in my opinion, be looked upon for base program support. Mr. Chairman, I do not ask of you and the Congress sufficient additional monies to do all our work. I do ask four things: (1) an increase in funding that is reasonable in light of inflationary trends and the projected growth needs of the country for vocational education programs; (2) such moneys should be designed in an incentive fashion to get new ideas going in vocational education; (3) much broader categories for funding should begin to exist as opposed to some of the narrow categorical limitations which are now there; and (4) please give us forward funding.

In respect to the latter, too often, as a board member, I find our staff comes to us late in the fiscal year saying that funds have just been received and either one, programs cannot now be begun because it is too late in the year; or two, we utilize this money to support local administrators who laid their necks on the line in hopes of Federal money coming through. Forward funding would correct this.

I found when I was attending the National Lieutenant Governors' Conference in the past fall, that the problem of when the moneys come in, is a very great one. As a matter of fact, I sponsored a resolution at the National Lieutenant Governors' Conference urging the process being started very early so we would know when the funds would be available. There are tremendous problems in receiving these funds very late in the year. We have just completed our general assembly in North Carolina. We have established a budget for the coming year.

Chairman PERKINS. I wish you could help us educate the Congress as to the importance of timely appropriations. We do our darndest and we try to get timely authorizations and we have on numerous occasions but it is almost impossible to get the Congress to realize the importance of timely appropriations so the State and local educational agencies can properly and more efficiently plan. That has been a drawback. We have provided for advance funding. For many years we were unble to do that but it is only a question of time until the Congress will become educated as to the great necessity of timely appropriations and realize how we are squandering a lot of money throughout America by not doing the things that you have suggested

Mr. HUNT. Let me say this, I believe the people of this country who are involved in education are so concerned about this and so anxious to be of help in establishing a workable product, that they are ready to do what they can do to help. I am willing to go to Washington at any time to testify before any group on this matter. We always think funds today because we do not get them in a timely fashion. We are not about to plan for some of the great advances and implement some of the great ideas that we have and know they will work. I would say the leaders of legislative and educational branches throughout America, in every State, the leaders of PTA's and other groups are ready to come to Washington in massive numbers to ask for this kind of advance funding. We would welcome your leadership in how to be helpful.

Chairman PERKINS. That is the reason for these hearings. We are going to followup on these suggestions.

Mr. HUNT. I am very sincere in saying we want to do this. As a matter of fact, all of the Lieutenant Governors said they were going to try to use their influence in their respective States to bring this matter to the attention of Congress and represent it as being an expression of the people of the United States. We are very serious in saying we want to be able to help in any way we can.

Senator Ervin and others have made comments about the budgetary process which is good, but I think the single most important thing would be advance funding in educational programs.

Mr. Chairman, I canont leave this group without speaking a personal note for the other important facet of vocational education. Salable skills of manual dexterity are needed. Vocational education provides this and will continue to do so. The leadership skills that are also given through youth group activities may well be the most underrated yet the most salable skills given in our programs. As I indicated earlier, Mr. Chairman, I speak as Lieutenant Governor and board member in support of vocational education, but most honestly I must say to you speak in its behalf as a product of the system. You indicated your own experience in learning about education and some of the things indelibly impressed in your mind and spirit. There is no way I can completely describe to you the impact on the future farmers of America on me at an early age in a small rural high school; yet I know, and many of my peers know, the things I learned there may well be why I am here today. It is not only the Lieutenant Governor of North Carolina who can say this, but all across this State there are present day leaders in education, in business, in industry, in government, all of whom would say that I have spoken the truth. I spent 4 years in agriculture.

I served as president of the FFA and I received a number of honors while in the organization. I have found that the FFA and other groups offer similar experiences. That is probably the thing that produces the leadership within different occupational groups. Within this system we are fortunate to enjoy this aspect of leadership more so than in any other area. I would say these organizations and the experiences young people have in them, are of our greatest phenomena. Vocational education youth clubs helped make us what we are. The youth of our country still does respond to that in which we believe. I find them responding most earnestly and most openly in vocational youth groups. They know what they want, they know where they are going, they want the skill, but they are putting it together as whole people. I'm proud to be a product of the FFA.

We need your continued support, your understanding, and much insight in terms of creative funding of this very, very important program.

I have followed your record. I know the things that you and members of this committee are doing. Certainly there is nothing being done in Washington that is more important to us, and our people stand behind you very strongly in helping us to move forward in the increased funding, more effective funding and policies you have indicated you believe in.

Chairman PERKINS. There would be many questions that I would like to ask you but we have many witnesses here today and we intend to go right on through lunch with no breaks. But I would like to ask you to what extent should we add additional funding at the national level to take care of the demand of adults and youngsters at the secondary level and postsecondary level who we are presently unable to take care of insofar as trade and occupational education is concerned as well as all other vocational educational aspects? How much additional funding would you suggest?

Mr. HUNT. I would leave the suggestion as to amount, to some of the others who will speak to us. It is costing more not to meet the needs than it is to meet the needs.

Given the fact that the Federal Government is involved in a lot of other expenditures, this is an appropriate area for us to have a very substantial input from the Federal level.

Chairman PERKINS. I want to congratulate you on your matching of $5 to $1.

Mr. Andrews, any questions?

Mr. ANDREWS. No; I believe not.

Chairman PERKINS. Thank you.

Dr. Fountain, Dr. Ben E. Fountain, Jr., State president North Carolina Department of Community Colleges.

I see many youngsters coming in and I am delighted we are in this great institution, this great university which won the national basketball championship this year.

Go right ahead, Dr. Fountain.

STATEMENT OF DR. BEN E. FOUNTAIN, JR., STATE PRESIDENT, NORTH CAROLINA DEPARTMENT OF COMMUNITY COLLEGES, BOARD OF EDUCATION

Dr. FOUNTAIN. Thank you very much. My name is Ben Fountain and I am State president, North Carolina Department of Community Colleges.

Mr. Chairman and members of the committee, it is a pleasure for me to represent the Department of Community Colleges of the State Board of Education and the 57 institutions of the system. We appreciate the opportunity to comment, through this paper prepared by personnel in the department, on vocational legislation and its effect on postsecondary vocational programs.

The Congress is to be commended for the support it has maintained for vocational education. Since the passage of the Smith-Hughes Act in 1917, all subsequent vocational education acts have provided for the development of more comprehensive programs, services, and activities. The Federal, State, and local partnership that has endured these many years has provided educational and training opportunities through the community college system to 431,174 North Carolinians in 1972–73. Although this figure represents the total enrollment in our system in all programs, vocational education continues to be the major program thrust of the technical institutes and community colleges.

Efforts to expand post-secondary vocational education opportunities in North Carolina coincided closely with the passage of the National Defense Education Act of 1958. At that time, only limited preparatory vocational education opportunities were available to adults 16 years of age and older.

Chairman **Perkins**. Dr. Fountain, if you will permit me and pardon me for interrupting you for just a moment. I noticed we have with us this morning numerous high school and junior high school students. They are accompanied by Mrs. Molly Madison and Mr. Richardsan of Wake Forest. I want to say to this distinguished class that we are here to get grassroot views in order that we may formulate better ideas and opinions as to how we may strengthen vocational education because we realize that all youngsters are not going to college and perhaps should not go to college, or if they do go to collоge, will need technical training. We feel it is our duty and our responsibility to see that all youngsters who need industrial oriented training, agriculture training or craft training, have that opportunity and not be deprived.

We have thousands and thousands within your State and my State that cannot be admitted to a vocational school today. The purposes of these hearings is to get the views of how we can make sure that we can see to it that every youngster or every adult who needs to be retrained will have the opportunity to attend a technical school so that he can become a taxpayer and not depend upon welfare.

Proceed and excuse me for interrupting you.

Dr. **Fountain**. Thank you.

To meet increasing manpower requirements of our rapidly industrializing economy, the 1957 general assembly initiated the development of highly specialized Industrial Education Centers committed to providing additional vocational education opportunities. During 1963, when Congress considered and passed the Vocational Education Act of 1963, the North Carolina General Assembly created the present community college system, and the State Board of Education was designed as the governing body. The 20 industrial education centers became the nucleus of the present day 57-institution system of comprehensive technical institutes and community colleges.

The community college system was founded upon two major principles; an open-door policy and comprehensive programing. Individuals, 18 years or older, whether high school graduates or not, can find in one of these institutions educational opportunities fitted to their abilities and needs. By State statute, every institution must offer vocational, technical, and adult education programs. Twenty-six technical institutes also offer a general education program. The community colleges must offer one additional program, the college transfer program. The Community college system in North Carolina today has the primary responsibility for community education for adults in this State.

Since 1963, when 18 technical and 20 vocational programs were offered, we have expanded our offerings to the point that now we offer 108 technical and 63 vocational programs. Included are a wide range of programs for training allied health professionals, engineering technicians, agricultural and natural science paraprofessionals, business and office personnel, personal service workers, building and construction tradesmen, metalworking tradesmen, mechanics and maintenance personnel.

Growth in occupational enrollment in the institutions has been equally significant. In 1968–69, under 30,000 individuals were enrolled in 1- and 2-year occupational curriculum programs; and 86,146 adults were enrolled in occupational extension courses. During the 1972–73 fiscal year, 54,650 individuals were enrolled in occupational curriculum programs leading to degrees or diplomas. There were 171,461 adults enrolled in occupational extension short courses.

The State Board of Education in North Carolina governs vocational education in the secondary and post-secondary systems. Single board supervision of the secondary and post-secondary programs insures a minimum of unnecessary program duplication and provides for cooperative planning and educational service. One third of the Federal vocational funds available to the State are expended for the post-secondary programs under established State Board of Education policy. Since 1968, the expenditures for current operations, equipment, adult occupational programs, and construction have more than doubled. In 1973 the annual fiscal report, submitted to the U.S. Office of Education, indicated a total of $66,201,000 was expended as you have already mentioned; $4,925,000 of this total was Federal vocational funds, and $61,276,000, State and local funds.

The Lieutenant Governor did not mention the significant increase for community colleges and technical institutions. His role in this regard was a major role in the 1973 and 1974 general assembly. There was an increase of about 40 percent. The technical institutions and colleges in North Carolina will use most of this money for vocational education.

We have attempted to use these funds wisely in the development of the comprehensive occupational programs and services offered to the adult citizens of North Carolina. Short-term planning and long-range planning were and are key elements in the rapid development of our post-secondary system. Decisions concerning programs to be offered are based upon manpower needs and occupational needs data. The development of training opportunities is dependent upon the availability and timeliness of funding for facilities, equipment, and operational costs.

Now, my next section comments as the Lieutenant Governor has already done has to be subject to late funding. I would second what you and he have said about this. It is even more critical for our system in that we operate on a 12-month basis and delayed funding is a tremendous problem.

In recent years, late funding and the uncertainty of the level of funding of Federal appropriations have compounded the problem of administering vocational education programs.

The passage in 1970 of the "Tydings amendment," allowing the use of unexpended Federal funds during the succeeding fiscal year, has provided some measure of relief prior to its expiration. Congress should consider making as permanent legislation the concept of carrying over unexpended funds to the next fiscal year.

Our post-secondary system operates on a full calendar year schedule. When Federal appropriations are late, programs funded from categorical funds are jeopardized. Local administrators are inclined to close down a program when funding is in doubt, for they are not permitted to encumber funds not duly appropriated.

We would recommend that forward funding be applied to vocational funds.

Although post-secondary occupational education has been the recipient of increased funding, the continued demand for programs and services will require additional funding.

And now to move also to the question you addressed to the Lieutenant Governor.

We recommend that Congress continue to provide and to increase funding for vocational education and to modify the Vocational Education Amendments Act of 1968 to provide increased flexibility at the State level to plan and develop programs consistent with State needs.

We also recommend the funding of title X, part A and part B, of the Educational Amendments Act of 1972 at the level of $15,700,000 for part A and $200 million for part B. This added support would assist in assuring adequate planning and development of our institutions, particularly those which are still in temporary facilities, and would help provide for the development of areas of training which are not offered presently.

The fishing industry along the coast of North Carolina is in danger of declining because of decreased catches of fish brought about by polluted waters and increased operating costs. Employment and a source of food are in jeopardy. An increase in funding from the Sea Grant Act of 1966 for occupational programs related to environmental science and marine technology would assist in the development of our coastal waters as a more plentiful food source and would create the demand for more jobs.

I move to another area, differing guidelines exist in work-study programs funded from the Higher Education Act and the Vocational Education Act. As our postsecondary institutions qualify for funding from either source, let me note for you some problems.

The vocational work-study program limits the ages of eligible students from 15 to 21. The upper-level age restriction prevents numbers of our students from being eligible for this program; for example, 26,204 individuals enrolled in our institutions during the 1972-73 term were older than age 21 and, therefore, not eligible. There is no age restriction under the college work-study program, which we commend. We recommend that the guidelines for the vocational work-study program be the same as the guidelines for the college work-study program; that is, with no upper age restriction.

Another difficult factor of the vocational work-study program is the limitation of income which can be earned by the student. A resident vocational student is limited to earning $45 per month or $350 per academic year. A commuting student can earn $60 per month or $500 per academic year. This compensation is unrealistic in these inflationary times, for a postsecondary student who pays a nominal tuition, purchases his books and supplies, provides transportation, and in some instances pays living costs.

When an institution utilizes funds from both acts, the technical student can be employed from college work-study funds for an average of 15 hours per week, and the vocational student must be restricted to from 7 to 9½ hours per week because of the limitation of monthly earnings. We believe that the college work-study provisions are sound and the same provisions should apply to the vocational work-study programs.

Congress has used categorical funding to emphasize the need for more effort in exemplary and cooperative education programs and in programs for the disadvantaged and for the handicapped. The response in North Carolina was to adapt the programing to carry out congressional intent. The result was an increase in educational services in the designated program areas. We found, however, that as the programs developed and as the staff competencies increased, the guidelines and rules and regulations were too restrictive. We propose that Congress initiate broader categories of funding which would build an incentive approach to funding. An increase in funding for accomplishment, we have learned in North Carolina, produces more desirable results than withholding of funding for less than satisfactory performance.

We hope these comments will be of assistance to the committee members as you consider the strengths and weaknesses of vocational education legislation.

For more detailed statistical information about the North Carolina Community College system, we are providing additional material for use by the committee.

I add my word of welcome to you again to North Carolina and we hope you will come back soon.

Chairman **Perkins**. We thank you very much for your testimony. It has been most helpful, Dr. Fountain. I would like to ask you just a question or two.

I share your viewpoint that we should fund title 10. Congressman Andrews and myself, and I am very sure Congressman Quie, are hopeful that we will appear before the House Committee on Appropriations next week and ask that that be done.

In addition, we are going to ask that more money be placed in the bill for vocational education and for the handicapped. I would like to ask you if, in your opinion, since you are receiving from the Federal Government for postsecondary education, $4,925,000 and you are receiving for secondary education in North Carolina $11,246,000, which is more than $5 to $1 matched, if we increase that type of funding from the Federal level, do you feel that the same incentive would be present in North Carolina? For instance, if that figure for postsecondary was increased from $4 to $8 million do you feel that same incentive would be present for you to go ahead and match to the extent that you are presently matching today and this would be more or less seed money to create the incentive?

Am I right in my thinking?

Dr. **Fountain**. Yes, sir, had you asked me directly how much this amount should be increased, I would probably have said double, which is what you have just indicated. We could use the additional funds wisely in North Carolina. In my judgment, the State of North Carolina would continue to match at the same level it is matching for the foreseeable future. This State is committed and the people are demanding and using these resources. I forsee it is a great seed program and will be matched.

Chairman **Perkins**. From your experience in your position, how much more money is it going to take from the Federal level to take care of technical training at the postsecondary level if we serve all these youngsters and adults who are requesting to be served in North Carolina?

Mr. HUNT. As you know from the figures you have just read, we are touching approximately 10 percent of the population of this State. Of the 5 million in the public schools, we are touching 10 percent of our total 5 million population. I do not know what the upper limit of demand for funding will be. There are so many factors involved such as inflation, cost of equipment, and salaries. These things must rise in keeping with the inflation of times. I would say we should anticipate some increase but I have no idea what the upper level would be unless we could hold constant some of these other factors.

Chairman PERKINS. Mr. Andrews?

Mr. ANDREWS. I would like to thank you for your statement.

When I came to the general assembly in 1959, I well remember there was an attempt to bring industry into North Carolina but we did not have the skilled labor to attract industry here. I assume vocational education at all levels was the objective. I understand from that relatively small beginning our State has become rated second to California. I am proud of that and I am sure you deserve some commendation for that.

In North Carolina, the years immediately preceding 1973, more of the money, considerably more, back in 1970, went to secondary education rather than postsecondary education. It seems that has twisted around and for 1973, we had more money going to postsecondary than to secondary for posteducational purposes.

Do you think that is a trend which will continue, No. 1; and, second, is that because of Federal guidelines or local decisions?

Dr. FOUNTAIN. Before I respond to that question, I am a relatively newcomer to Raleigh and I appreciate your words of commendation but they belong to Dallas Herring and Luther Hodges, members of the general assembly, who had the foresight to see the potential here. While I am now receiving some credit for it, I am really not due that but I have enjoyed working with this program.

To get back to your question, it is not as far as I know, any local or Federal policy change which has brought about a greater emphasis than we have had in the past in technical institutes and community colleges. I think it is a shift in degree because we are a relatively new and growing program and any time you have a new or growing and developing program coming into a funding picture, you will see a greater percentage rise than in the old program. Perhaps the way to respond is that this program is taking its rightful position along with higher education, along with elementary and secondary education, not only to supplement.

I do not think we are deemphasizing anything else. I think we are making available a relatively new program for the people of North Carolina and this will affect the percentages.

Mr. ANDREWS. If I may say another word, the Congress has been a little bit abused as to delayed funding, but it is not all the Congress. Here on this very campus as of last week, nobody knew how much Federal money would be available for loans and grants for those who are to be here in September. The Congress provided money for that purpose I believe more than 3 months ago, approximately that. At any rate the Office of Education still has not notified any institution in the country as far as I know, how much that institution is going to receive. They said they do not have enough computers and personnel. Maybe with all the training you can do, maybe you could loan them a few. So it is not altogether Congress, although we have to accept some of the blame.

Dr. FOUNTAIN. We understand that and the budgetary procedures which I understand are pretty close to enactment which will also help the problem. But bureaucracy is also a problem.

Chairman PERKINS. Thank you very much, Mr. Fountain.

Mr. Radcliffe, any questions?

Mr. RADCLIFFE. No.

Chairman PERKINS. Our next witness is Charles J. Law, Jr., director, Division of Occupational Education, North Carolina Department of Public Instruction.

You may proceed, Dr. Law.

STATEMENT OF DR. CHARLES J. LAW, JR., DIRECTOR, DIVISION OF OCCUPATIONAL EDUCATION, NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION

Dr. LAW. Mr. Chairman, members of the committee, thank you for coming to North Carolina.

As director of occupational education, I have the responsibility for the expenditure of Federal and State funds for vocational education in both our secondary and postsecondary system. Though my responsibilities are this broad, I will confine my comments to the secondary, program, since Dr. Ben Fountain, president of the department of community colleges, has so well stated the case for our postsecondary system.

North Carolina has always related extremely well to the work ethic. North Carolinians believe in work and in work experience for our children on the farm, in the schools, in the factories, and in business and hospitals. North Carolinians are concerned because even through our educational system seems to have been able to meet relatively well the needs of our college-bound youth, we have by no means been able to keep pace with the demands for competency made upon our high school graduates and early leavers (dropouts) by our evolving industrial and business complexes. Thus, more and more of our students in these two categories and also those students who enter college but do not finish find themselves in a job market with little to sell in the way of a skill. North Carolinians care about this.

Our general assembly has supported and continues to support the need for increased vocational education opportunities. However, we find that though opportunities have grown, particularly since the Vocational Education Amendments of 1968 and subsequent funding of these amendments, these opportunities still are far too few and lack the comprehensiveness which our students need. Our State board of education, has led the way into new areas of vocational emphasis over the years. As has been mentioned by Dr. Ben Fountain, the community college system came into existence in 1963 and is a facet of our educational approach of which all North Carolinians are proud. Little is known about a small program known as introduction to vocations was funded in our high schools that really became the basis of our occupational exploration ideas. Subsequently, under the leadership of Gov. Robert Scott, in 1968 a middle grades exploration program was funded at a cost of $3 million per year to expand the ideas begun in introduction to vocations. These have all helped to broaden our program base. The most recent act of support has been the receipt by the State board of education of $5 million of additional money to support vocational education programs in the public elementary and secondary schools in fiscal years 1974–75. It is my sincere hope that this $5 million appropriation will become the nucleus from where North Carolina may develop a monetary base for vocational education programs supported totally by State dollars. Upon this basic foundation, I should like to propose that both present and future Federal funding of our programs might then rest.

The history of Federal incentive funding for vocational education in our State shows that Federal dollars spent for this purpose in North Carolina generate State dollars at a ratio of 3 to 1. It is my considered opinion that Federal dollars are wisely spent when used for new solutions to old problems and require States to contribute to and then essentially support that which is proven beneficial. I should hope to see eventually a delivery system for vocational education programs that would be modeled after the agricultural extension structure which I have personally seen work so effectively. If we could have Federal dollars in such a way as to encourage us to do research, then follow that research with good teaching of what we learn and, most importantly of all, then extend that to each classroom across the State, I believe we would have part of the answer.

Many people will speak to the need to have massive input of Federal dollars. I should like to give my attention to other concerns which perhaps trouble me even more than lack of money. These, in specific order of reference are, first, late receipt of funds, second, restrictive purposes for which funds may be expended, and, third, reporting required for expenditure of funds.

FORWARD FUNDING

My greatest personal problem of administration over the past 4½ years has been that time and time again I have had to approach our State superintendent and State board of education with information that once again the extent of our receipt of funding would not be known until sometime after the school year had begun. Specifically, let me document.

Item No. 1: Our basic grant award for fiscal year 1973 was received by our State superintendent of public instruction in North Carolina in the following manner: (1) First quarter allotment was dated in the regional office in Atlanta on January 16, 1973; (2) second quarter allotment was dated on January 17, 1973; and (3) third quarter allotment was dated January 31, 1973. By this time, school was well underway and obviously funds could not be expended properly in ways which were intended.

Item No. 2: The grant award for fiscal year 1974 was received by the State superintendent's office on September 5, 1973. Again, the same problem faced the State board of education. A tragic correlation that particular year was that in order to assure the continuation of ongoing programs in North Carolina our State board had to essentially withhold approximately $3.6 million available from State funds as of July 1, 1973, in order that then ongoing programs could be continued if Federal funds were not received. Thus, we found ourselves in a very difficult situation when our own general assembly held us accountable for expenditure of funds for fiscal year 1974 in terms of documentation of program expansion.

Item No. 3: The most recent example of late receipt of information can be found in EPDA. On April 16, 1974, my office received notification from the U.S. Office of Education regarding availability of funds for EPDA, part F, section 552, leadership development program for vocational education. This announcement required the most massive input of State and local time and effort to secure adequately qualified nominees and to secure adequate data for the approval of the institution offering training than I have yet seen come in a request of this type. In addition, the notification allowed my office 16 working days to have this information completed and back in the office in Washington. During this period of time, I am supposed to find qualified applicants, make sure they are acceptable to the university of their choice, screen these applicants, and provide other data. These requirements in this time frame will simply mean that only people already in the program and easily accessible to the system will stand a chance of being nominated and little gain will come to our people from expenditure of these funds.

RESTRICTIVE CATEGORIES OF FUNDS

I understand and highly respect the need for categorical funding of certain types. I do believe that categorical funding for vocational education has made advances but I cannot refuse to ask questions about the process and where proper categorization should end. For example, in my own experience as a vocational agriculture teacher, I know that the needs of disadvantaged and handicapped children were being met prior to the 10-percent and 15-percent requirement based on funding. I also know that this restriction (though it has increased the concern over disadvantaged and handicapped children) has required essentially meaningless changes being made in already good programs in order that proper documentation could be given to support the fact that changes have been made in that program. I would go so far as to request that if a No. 1 priority of the Congress is for programs aimed at compensation and exceptionality, then I would prefer to see additional moneys for this purpose come to our State outside the vocational program, if in the same act our 10 percent for handicapped and 15 percent for disadvantaged restriction were removed. This would be better than seeing North Carolina's share of additional Federal resources divided among vocational programs, compensatory education programs, and exceptional programs, thus giving my staff more money but maintaining the restriction of 10 percent and 15 percent.

REPORTING

Perhaps this is not your concern, Mr. Congressman, this is not your bailiwick, perhaps, Mr. Congressman. We have 151 local superintendents responsible to their board for the expenditure of their money.

I have already spoken to the burden of reporting. No one is more aware that a State director of the possibility of misuse of funds in a State. Accountability is essential. I happen to prefer the Federal Government holding the State of North Carolina accountable for meeting the total needs of its citizens and auditing that effort in any way deemed necessary to the present method. This now expends much of my time, the time of my staff, and more importantly, local staff time in documenting our activities to Washington. I have seen no improvement in terms of accountability which is guaranteed by having to report through the present mechanism. There must be a better way.

I certainly would have to agree, as one of the first who has appeared here from the State department of education, in terms of our working relationship with this committee. I would like to commend the members of the committee for their understanding of vocational needs. This committee has meant more to the educational system than most our people will ever know. Perhaps more than anything else, you are pushing us to do a better job. On top of it all, the thing we appreciate most is your willingness to involve us in your deliberations in this very important matter. I will be glad to respond if there are questions to my presentation.

Mr. ANDREWS. Thank you. May I introduce my colleague from North Miami, Congressman Bill Lehman. The first hearing I ever attended as a Member of Congress happened to be in Congressman Lehman's district. Bill, even though you are from Florida and proud of it, may I recall to you it was bitterly cold and windy in Miami this time of the year and we are extremely pleased we can offer you beautiful weather here today.

Thank you for your statement, Mr. Law and may I say one of the strange things I found in going to Washington, they would say we are considering and debating an authorization for a certain purpose. As a member of the general assembly here, I thought when we passed that bill, it meant we had authorized the funds and the funds were on the way. It was very disconcerting for me to know that when you pass an authorization you really haven't done anything.

In terms of the work of the Committee on Education and Labor, we can offer bills only on appropriations but before this money can leave anywhere, we then have to get from the appropriation committee, an appropriation bill to appropriate the funds being authorized.

I have asked the question of many and no one has quite satisfied me yet as to why that is the procedure in Congress, but that is it. Frequently, our committee gets it to the Congress in time. Even if the departments are going to delay for 90 days as they have in recent instances, you still would not be very far behind. But that gap which comes is frequently many months and there is really nothing we can do about it. So, again by way of some explanation, the blame, so to speak, for the extreme difficulty you are suffering is divisible in many parts and is not curable entirely by us. We will take your message back.

Charles, do you have questions of Dr. Law?

Mr. RADCLIFFE. I have one.

You spoke of two categories but of course there are other categorical grants within the act as amended in 1968—cooperative education, research, innovation, curriculum development, personnel development, et cetera. Now, how do you feel about the possible folding in of some or all of those? I am not talking about taking away the funds authorized for those programs, but the folding in of some or all of those into your general grant which you get for general purposes? Also, what do you feel the results would be of such action in North Carolina? Perhaps because North Carolina is blessed with one of the best directors of vocational education in the country, in my judgment, perhaps I should also ask what you think the effects of such consolidation would be in other States, without specifying the States, but generally?

Dr. LAW. I have looked very carefully at the categories within the funding within our purview and I have not yet seen an item categorized to be particularly significant by the Congress which does not concern us in our own department of public education. It has not forced us to do, in terms of actual expenditure of funds, things we would not have been interested in doing anyhow. They are, I feel, perfectly safe in saying two things; that North Carolina is represented by our teachers, staff, laymen. We would under no circumstances in my own opinion, leave out expenditures in any of the categories now in there. In fact, we might add some as we have done with State funding. We would appreciate the flexibility of doing it without feeling it was required in the way it was. I feel the same purposes would be served better because it would be our own decision as opposed to an imposed decision which always begins to bother people.

Second, in terms of moneys, I think you would feel the increased flexibility this would give us. It would end up in the final analysis by North Carolina and the Congress being much more pleased with the program we are offering them that which we have now. Plus, it would almost eliminate the massive amount of reporting we are required to do to guarantee that we have met to the penny, those things specified.

Now, in terms of your second question, Mr. Radcliffe, and I appreciate the comment very sincerely, I am not sure I know. I would suggest when my friend Mr. Guemple from Texas appears before you, he might recite this information. I have to face all 50 of my peers in Washington next week and I am not about to comment on that.

Mr. ANDREWS. There are many No. 1's around here recently. I am proud of it. Bill Lehman probably is the first politician who cannot speak. Bill, I am told, has laryngitis. That is another No. 1. Thank you.

Our next witness is a panel consisting of Mr. John Massey, ICT coordinator, Smithfield-Selma Senior High School; Mrs. Helen Sibley, teacher of handicapped students, Wake Forest; Mr. Robert A. Smith, president of North Carolina Vocational Agriculture Teachers' Association; Mrs. Sally Proffitt, teacher of distributive education, Asheboro High School; and Mrs. Elaine C. McDaniel, teacher of English, Jones Senior High School, Trenton, N.C.

If you will, Mr. Massey, just go ahead and proceed as a panel.

STATEMENT OF JOHN MASSEY, INDUSTRIAL COOPERATIVE TRAINING COORDINATOR, SMITHFIELD-SELMA SENIOR HIGH SCHOOL, JOHNSTON COUNTY SCHOOL SYSTEM, JOHNSTON COUNTY, N.C.

Mr. MASSEY. Thank you, Mr. Chairman and other members of your panel. May I say at this point, the programs we have in North Carolina I feel are the finest programs in the Nation.

Gentlemen, today I am representing Smithfield-Selma Senior High School which has an enrollment of approximately 1,300 students. The faculty within this school system numbers 68.

The curriculum offerings within the school include three major areas: (1) College preparatory and general education with 37 faculty members; (2) business education with 4 faculty members; and (3) occupational education with 15 faculty members, and 12 other faculty members in the following areas—ROTC, guidance, librarian, music, physical education, and art.

II. TRADE AND INDUSTRIAL EDUCATION PROGRAM

Trade and industrial education in Smithfield-Selma Senior High School consists of three major areas: Introduction to industrial education, trade preparatory training, and industrial cooperative training. These programs are designed to meet the needs of occupation education students based upon local, State, and national employment trends.

A. Introduction to industrial education is a 1-hour introductory and exploratory course for 9th- and 10th-grade students. This course provides hands-on experiences in shop laboratories using tools and equipment common to the trades. An example of this type of program is construction industries, which includes several trades common to the construction field such as carpentry, bricklaying, drafting, plumbing, electrical wiring, and cabinetmaking. Approximately 4 to 6 weeks of instructions is given in each trade. Students are able to choose from these experiences the type of occupational training they wish to pursue in their junior and senior years.

B. Trade preparatory training courses are 3 hours in length and provide instruction in a specific trade. This course provides hands-on practical work experiences in shop laboratories using tools and equipment appropriate to the trade. An example would be automotive mechanics program in which students are given instruction in the fundamental skills and technical knowledge of the trade. At this point students are beginning to specialize in their chosen occupation.

C. Industrial cooperative training is a cooperative education program that provides 1 hour of instruction each day in a related occupation with on-the-job training in the afternoon. An example in the industrial cooperative training program would be that of a dental assistant. Whereas the practicing dentist provides the on-the-job training aspect and the 1-hour general and job related studies is provided in the school.

II. GENERAL INFORMATION ABOUT INDUSTRIAL COOPERATIVE TRAINING PROGRAM

A. The specific responsibilities of an industrial cooperative training coordinator are as follows: (1) Selecting students for the cooperative program; (2) providing job placement dependent upon students occupational choice and availability of employment opportunities; (3) directing the general and job related studies for each student at the school in the cooperative program; (4) followup with the employer as to the students progress and needs which dictates his 1-hour study program; (5) maintaining good public relations between the school, industry, business, and the general community; (6) placement of graduating seniors not in occupational education programs.

B. The industrial cooperative training students are released at noon to work on jobs in industry, business and services for the on-the-job training aspect. The student receives credit for this experience and it is counted toward the graduation requirements at his or her school. These students also receive wages while they are working in these on-the-job training experiences. For many of the industrial cooperative training students the earnings enable them to stay in school, prepare and save for college, and in some cases even support themselves. The pay scale for industrial cooperative training students in our area ranges from $1.75 to $2.55 per hour, dependent upon their occupational choice and abilities. These cooperative students work approximately 25 hours per week and also carry the required courses for graduation. Upon graduation the student may pursue his chosen occupation or continue his education on a higher level.

C. The variety of cooperative programs available to students is limited only by industry and business within a given community. Other examples of cooperative programs are automotive trades, medical services, welding, machinist, sheet metal mechanic, drafting, electrician, television repairman, carpentry, and bricklayng.

D. Each student who takes part in the cooperative program is placed on a job which reflects his choice and ability. With the cooperation of industry and business, Industrial Cooperative Training programs are the least expensive type of occupational programs offered because of their nature and design. The employer provides equipment, tools, and training necessary to train the student which is not true with other trade and industrial education programs.

E. Followup on students indicates approximately 80 percent of students trained in industrial cooperative training programs remain in the occupation trained for or a related occupation. Employers are most cooperative with the school and proud to employ graduates trained in the industrial cooperative training program.

F. Youth Club activities are an important part in the development of the trade and industrial education student. They have the opportunity in most schools of membership in the VICA Youth Club (Vocational Industrial Clubs of America). VICA is active locally and associated with state and national activities under the guidance of trade, industrial, and technical teachers. The organization emphases leadership development, citizenship, character development, and social competence. The overall emphasis is on general personal development for the individual student. Respect for the dignity of work, high standards of trade ethics, workmanship, scholarship, and safety are also a major goal and objective of the individual club member. Enrollment has increased from 10,000 members in 1972 to 11,000 members in 1973.

III. TRENDS

A. Growth in trade and industrial education has been rapid in North Carolina. In 1972, there was approximately 127,000 students enrolled in occupational programs.

B. Projections indicate the enrollment in 1977 will be approximately 183,000 students. Over the State the request for new and additional programs far exceeds State money available. There is a demand for trade and industrial education programs by both occupational and academically oriented students. An example of this demand would be the Smithfield-Selma Senior High School. The student body is composed of 1,300 students; approximately 70 percent are enrolled in one or more occupational course.

IV. CONCERNS

A. Facilities in most cases across the State are crowded and poorly planned and arranged. Often the planners are not informed or familiar with the minimum facilities necessary to teach courses in trade and industrial education.

B. Equipment in many cases is old, outdated, and not appropriate for the skills being taught in these programs.

C. Materials needed to teach a hands-on course in trade and industrial education are often in short supply. Local funds are just not available to purchase these needed expendable materials. Without these materials some students do not get the full benefit of a good hands-on-experience.

D. Teaching materials and aids such as films, filmstrips, books, text manuals, and audiovisual materials are much in need of updating and many additions are needed.

E. Curriculum guides and outlines for various programs need to be updated and rewritten.

F. Standards are either lacking or insufficient in organizing and implementing occupational courses. There should be some standards set as to class size, teacher load, specific duties of teacher, equipment and facilities for all courses in Trade and Industrial Education.

G. Certification standards should be developed for all programs and adhered to in all situations.

H. Professional education courses taken for renewal of certificates should be directly related to the teacher area of instruction.

I. More relevant method courses are needed by all occupational teachers.

J. Teacher training institutions should design their programs to be more applicable to the needs of teachers in the field.

K. More funds are needed for additional teachers.

L. Additional funds are needed for more experimental programs in occupational education.

In conclusion I believe that the Vocational Education Act of 1968 is desperately needed in the State of North Carolina. Furthermore, it is my opinion that without continued and greater financial support in the future that a great injustice will be done to the students not only in our State but also these United States.

It is earnestly hoped that your committee will recommend authorizing legislation to continue occupational education programs.

Let me thank you again for allowing me to share with you my opinions concerning trade and industrial education in the great State of North Carolina.

Mr. **Andrews**. Thank you. We talk in millions and millions of dollars. It is especially good to hear from those of you who are working with those kids.

Mrs. Sibley.

STATEMENT OF HELEN F. SIBLEY, EXPLORATORY VOCATIONAL TRAINING INSTRUCTOR, WAKE FOREST-ROLESVILLE JUNIOR HIGH SCHOOL, WAKE COUNTY SCHOOL SYSTEM, N.C.

Mrs. **Sibley**. It is a pleasure to be here and I know I have no need to tell these fine gentlemen about our State of North Carolina. You brought them here so I am sure you had something to tell them before bringing them here.

I will read my full text unless you promise you will read it because there is a lot in it I want you to know. I have tried to summarize it. I have tried to be as brief as possible.

Mr. **Andrews**. The full statement will be placed in the record. You may proceed as you deem appropriate.

Mrs. **Sibley**. I teach in a small town about 16 miles north of Raleigh, a beautiful town where we now have our Southeastern Baptist seminary, formerly Wake Forest College. My program is at the junior high school which until 1970, was formerly an all black union school, 1 through 12. The school is located in a black neighborhood and was the center of neighborhood activity until 1970. The school being on the edge of the town, didn't get its share of the paved roads, streets and sidewalks which were found normally around white schools. The black people keenly felt the loss of "their" school. The white people in the town did not want to come or send their children to this school but biracial groups were formed and great progress has been made.

Our school has widely separated facets. Our students range from children of seminary professors and other professional people to children of very low welfare families. This broad difference has not yet been handled by our school.

I am the vocational part of a team this year. This came about because the guidelines for meeting handicapped and being able to be funded, almost paralleled the guidelines for the Exceptional Childrens Division. We, the EMR teacher and I, decided to form a team and felt we could help the student in a better way. We have one-fourth TMR students, one-half EMR students. The rest are afflicted with learning disabilities, hearing and visual problems.

There are two of us who try to do it alone in the classroom.

In my paper which has been handed to you, you have a listing of the students and their reading levels which run from zero to third grade and there are IQ's ranging from below 46, to a 72. I do have an advisory council. I work very closely with vocational rehabilitation, social service and since we have had no art teacher in our school, I have encouraged and asked a friend of mine to come in one afternoon a week to teach art to the students. As a team, we are trying to do social development. We are trying to do reading and communication skills. We are trying to do computation skills and we are trying to introduce them to the world of work. This is my part of that team. These students are seventh, eighth and ninth graders who come from a very wide school attendance area which took place when integration took place. The world of work, of course, is my responsibility. I do help out with the other aspects but we found that the guidelines that were set up would require us to have additional help for testing. So, we have had a private psychologist who has come and has tested all our students in our program. Now, we know these people—psychologists—are available from the State Department but they could not possibly get around to all they would need to test and have the teachers advice as to how best to handle these students. So we have done this at a cost of $40 to $60 per child but this way to spend money was approved as the result of the 1968 action.

There are many stories I could tell you about, how this money was spent, but this *is* money well spent and has helped us with each student tested.

I want to take time right here to tell you one story. Cumulative folders many times do not tell or show you the true picture. I began working with a young man who physically did not appear to be 19 years old. Therefore, he was saying he was 16. When I went to the home and when I investigated this situation, it turns out he did not start to school until he was 11 for various reasons, but in group testing, he had a reading level so low the only test score on his folder was a 52 IQ. He was one of the first tested with money from Federal funds. When the reports came back, he tested out to be very normal at a 92 IQ. I brought him in and talked with him and told him about this and tears rolled down his cheeks and he said, "do you really mean I am all right" All these years he had been told he was retarded and he had been pushed to the back of the room.

Now, I see a special need for money, for in-service training of which I have already taken advantage. In North Carolina, we have a lot of in-service training for teachers working with handicapped children. I have also worked with some of the workshops and taken extra classes to upgrade myself as to the knowledge I should have. We need much more money for adapting and training our teachers how to use our present school materials and the equipment. For some reason I find that the trend is going to be towards putting these very low IQ children back into the mainstream of education. I am all for this, for a part of the day but I think there is a certain part of the day they need to be brought out. Maybe if the schools could have music, art and PE, this would be fine but they do need their own special level with people trained to meet each child's need. We certainly need some curriculum development or guides. I have been doing my own thing. Every year I have changed the program to fit the needs of the students, and maybe this is good. We need more materials to introduce these students to the world of work, to show them hands-on experience and to be able to bring the outside world in for them to see and certainly to take them from the schoolroom into the outside world. These students who came here today from my school as a part of social studies, I am so proud of. I do not think I teach any of these students. They had to pay their own way for this field trip. If I take these students whom I work with and we go on a field trip, sometimes they do not all get to go or I pay their way. So some never get to go. There are some of the students who have never seen a movie and some of the students live in homes where there are no televisions.

To me, all education is learning to live, learning how to live and be happy. So occupational education to me should be infused in all their experiences with good learning management. I would rather be referred to as a learning manager than a teacher. Let them find their way as I mentioned, before they do need to go into the mainstream but they do need to be pulled out in small contacts for the extra love, understanding and help from trained people who know and care. I only touch a very few of these students in my school. We need so much more money to help others in my school.

When I first started this program, after about 4 months my husband one night approached me and he said, "I think it might just be possible that you might have to quit work." By this time I was so involved with this that I certainly was not going to quit work. The reason he gave me was, it was costing him more for me to work than I was making because I had not learned how to use the trained people and use the outside agencies as I have now learned how to do.

When I would visit a home and the children did not have shoes, clothes, I would buy them. I now know how to handle these problems but I can never forget a saying my grandfather used to remind me of. He always used to say, if a man is hungry and you have a fish, you share it with him and he is no longer hungry for that meal but if you teach him how to fish, he won't ever be hungry again. So, that is my theory now and I use it.

My local director recommended that this program remain as a handicapped program. So, I am now paid partly from State, Federal, and local funds. I cannot stress what great benefits could be derived from you gentlemen, understanding that we need help for these children. My heart goes out to each of the students with the hope they can find fulfillment in their lives. They are not very happy with themselves. We have a hard time with attitudes and trying to change them. We hope they might become responsive students and hopefully productive citizens of our society. So, any help you might be able to give for the continuation or the expansion of this program will certainly be a part of this effort which will be very helpful and gratefully appreciated. I feel this is not only true of the school where I am, but it is true of the schools throughout our State and our entire Nation.

Thank you very much.

Mr. ANDREWS. Thank you, Helen, and I will be pleased to refer to you as a good learning manager, but whether you like it or not, you are a good teacher.

Mr. ANDREWS. Mr. Robert A. Smith.

STATEMENT OF ROBERT A. SMITH, PRESIDENT, NORTH CAROLINA VOCATIONAL AGRICULTURE TEACHERS' ASSOCIATION, CHOCOWINITY HIGH SCHOOL, CHOCOWINITY, N.C.

Mr. SMITH. I have attempted to condense this so, if I may, I would like to request the full text be put into the record.

Mr. ANDREWS. Without objection, so ordered.

[The prepared statement of Mr. Smith follows:]

PREPARED STATEMENT OF ROBERT A. SMITH, PRESIDENT, NORTH CAROLINA VOCATIONAL AGRICULTURE TEACHERS ASSOCIATION, CHOCOWINITY HIGH SCHOOL, BEAUFORT COUNTY, N.C.

My name is Robert A. Smith, Vocational Agriculture Teacher in Chocowinity, Beaufort County, North Carolina. I am also President of the North Carolina Vocational Agriculture Teachers Association; therefore, my remarks will relate not only to my own school and county, but also to certain segments of Agriculture Education across the State. Beaufort County is located in the extreme eastern part of North Carolina, a predominately rural and agriculturally oriented county composed of the small farm type pattern characteristic of North Carolina. We like to think of that area as the tobacco, soybean, and phosphate capital of the world. This county and area of the state is changing just as other sections of the nation are changing; we are experiencing a growth in industry, growth in agri-business, and a difference in agriculture production patterns.

Consequently, the types of vocational programs in the county have changed. For many years, Agriculture and Home Economics were the only vocational programs available. As the world of work has broadened and the need for additional programs have become evident, and as Congress has made funds available to initiate these programs they have been added. However, agricultural education remains vital to the development of human and natural resources of our state.

I would like to take a few minutes to give you a brief description of vocational education in my school and county, which I feel would be characteristic of programs in this state. If we go back to the early 1960's, my first years at Chocowinity, we find agriculture being taught on a production basis only and labeled as Ag. 1, 2, 3, and 4. These courses were predominately oriented to the preparation of students for farming occupations. Because of the increase in employment opportunities in off-farm agriculturally related jobs, course offerings were changed to deal with the broad spectrum of the world of work, by offering exploratory and skill development courses to prepare students for employment in agriculturally related occupations such as sales and services, mechanics, forestry, horticulture, ecology, and outdoor recreation. I hasten to point out that under no circumstances, do I imply that production agriculture should be minimized in any school or county. The farmer is still the single most important individual in this state.

Now, if I may, I should like to point out some of the things that I feel have made vocational education, Agriculture Education, in particular, a strong and viable segment of our total educational program:

1. Youth organizations: The Future Farmers of America, which was organized on a national level in 1928, led the way. Some of the main purposes of this youth organization, are to develop leadership, to involve students in decision-making, to encourage thrift, to create an interest in an occupational choice and to provide for individualized learning. The FFA continues to be an integral part of instruction in vocational agriculture.

2. Supervised occupational experiences: These "beyond the classroom" learning experiences are year round activities which enable students to put into practice what is learned in the classroom. Areas of supervised occupational experiences are (1) supervised farming, (2) occupational exploratory experiences, (3) supervised work experiences in agri-business, and (4) cooperative work experiences.

3. Staff development: In education in North Carolina, vocational agriculture has been a pioneer in providing on-going staff development through monthly meetings, summer conferences and technical and professional workshops. It

is recognized that providing such opportunities for growth is vital to the maintenance of quality education.

4. Length of employment of teachers: Twelve month employment provides for further development of youth organizations through summer camping programs, leadership schools, and youth conventions. Year-round employment also allows for supervision of supervised occupational experiences conducted by students, planning and establishment of adult programs, and greater opportunity to use community resources. Extended employment naturally caters to time for in-depth staff development. In agriculture, the summer months have been crucial since the greatest amount of employment occurs at this time. An agriculture teacher who is unemployed in the summer will surely not keep abreast of agriculture in a school community.

Now, I feel that we must look at the other side of the coin. We might list these as needs or situations that are affecting vocational agriculture programs, and making them less effective. Fred Stines, Chairman of the National FFA Foundation Sponsoring Committee and publisher of *Successful Farming*, points out two important points which affect all vocational education programs, particularly vocational agriculture:

1. "Less than 1/3 of the farm committee in Congress comes from rural or farm districts. Agriculture doesn't hold the votes in Washington any more—nor does it in many state legislatures. This means that appropriations and programs for agriculture undoubtedly will be reduced in the future. It means there is—and will continue to be—less concern on the part of politicians in Washington for agriculturally related programs—and this includes vocational agriculture education."

2. "There has been a significant change in our educational philosophy. This has been brought about by the 1968 Amendments to the Vocational Education Act. There is no longer specialized funding for vocational education. Government directive dictates general funding." This generalization of Vocational Education has been interpreted by a number of school administrative units in North Carolina to mean that vocational education is another academic course occurring only within the confines of four walls in building and using just textbooks, pencils, and paper.

What is passed at national level and passed down later through guidelines determines state policy. This leads to point three.

3. Length of employment for vocational educational teachers: When the federal government passed decision-making on vocational education to the states, North Carolina chose to pass decision-making on to local educational (county or city) units. The state allocated to each local unit a weighted number of man-months for vocational education. The local units, then, could use the "man-months" assigned as they determined in a local plan for occupational education. In many cases this activity resulted in needed vocational programs being curtailed in order to provide other needed programs. In case of vocational agriculture the results are reflected in the following data:

Since 1968 through 1973 there was a loss of 109 vocational agriculture teaching positions (from 601 in 1968 to 492 in 1973.) During this period of time 106 of the 492 positions were reduced to less than 12 months employment. Further 98 of the 492 teachers are teaching one or more vocational subjects in addition to agriculture. Despite these losses in positions, changes in duties and length of employment, it is most interesting that in 1973 local educational units in the state returned 1561 man months (the equivalent of 130 twelve months teaching positions) to the state unused.

We are sure that this is not the intent of federal guidelines nor state policy, but it *is* happening.

4. National leadership in the Office of Education has been decreased in number. We no longer have the people necessary to guide vocational programs in Washington. I understand the same applies for regional offices. I know it has happened in our state agency.

5. Teachers are concerned that the State support for vocational teacher education which has been roughly $315,000 since at least 1964 may be phased out in the future. Certainly teachers support sound teacher education programs.

We realize that the overall task of occupational education is to provide all citizens with the opportunity to choose and prepare for the world of work. In order to accomplish this task, an enormous outlay of funds is required—funds that will provide time to work with adults, funds that will provide necessary travel to implement vocational programs that have any part of their programs away from school, funds for equipment and consumable supplies as related to student needs and the program area.

Also, provision must be made for systematic continuing educational opportunities in both the professional and technical aspects in teaching vocational subjects—in my case, agriculture. Our teachers have not had the benefit of contact with teacher educators or state staff that existed prior to 1968.

Too, provision must be made for strengthening youth organizations and maintaining these organizations as an integral part of vocational programs.

Further, increased funding is needed for experimental programs and application of research findings on a demonstration basis. For example: I doubt seriously, if anyone has an accurate grasp of the types of work in agriculture today or the labor demands for workers in today's dynamic agriculture which includes the broad spectrum of agri-business of which farming is but a part. Yet, at all levels we appear to be planning educational programs on the basis that we have these facts. Much research is needed in this area.

Last, but not least, provision must be made to add new programs without curtailing the effectiveness of existing ones.

Mr. SMITH. Being from Beaufort County, which is characteristic of the small rural pattern that exists in North Carolina, we are experiencing change. There is a growth in industry and business, changing farming patterns and also the types of programs that are being taught in the schools. If we go back to the early 1960's, my first years in Chocowinity, we would find agriculture being taught on a production basis only and labeled "Agriculture I, II, III, and IV." As we have added other programs and as we have increased our own offerings, we now find courses other than production courses that deal with such things as ecology, outdoor recreation, forestry, mechanics, and many other things.

If I may, I should like to point out certain factors that have made vocational education and agricultural education in particular, a strong and viable part of total education. These factors are, first, the youth organizations. This has been touched on before this morning. The FFA emphasizes leadership development and an involvement in decision-making. The second point of strength is the supervised occupational experiences. These are experiences that go beyond the regular classroom activities. These are experiences that enable students to put into practice what is learned in the classroom.

The third would be staff development. We feel that vocational agriculture was a pioneer in North Carolina in providing staff development through monthly meetings, summer conferences and summer workshops.

The fourth point of strength is the length of employment for teachers. Twelve-month employment provides for supervision of occupational experiences and further development of the youth organizations and time for participation in staff development.

Gentlemen, I feel it only fair we look at the other side of the coin. We might look at these as needs. The first two points I would place in that category are best summarized by Mr. Fred Steins, the president of the National FFA Foundation Sponsoring Committee, and also the editor of the Successful Farming magazine. Mr. Stein, the president of this organization, points out less than one-third of the farm committee in Congress comes from rural or farm districts. Agriculture does not hold the votes in Washington any more. This means appropriations and programs for agriculture undoubtedly will be reduced in the future. It means there is and will continue to be less concern on the part of people in Washington for agricultural related programs and this includes vocational agriculture education.

There has been a significant change in our educational philosophy. Government directives dictate general funding. This generalization has been interpreted by a number of school administrative units in North Carolina to mean that vocational education is another academic course confined within the four walls of a building and using just textbooks, pencils and paper. What is passed at National level and passed down later through guidelines determines State policy. This leads to point three—length of employment for vocational education teachers. When the Federal Government passed decisionmaking on vocational education to the States, North Carolina chose to pass the decisionmaking on to county or city authorities. The local units decided, through a local plan for occupational education, the man-months to be used. In many cases this activity resulted in needed vocational programs being curtailed in order to provide other programs. In the case of agriculture, the results are reflected in the data included in my written report. I will skip that, if you will allow me.

The fourth situation is in the area of national leadership which has been decreased. I understand it has been decreased in regional offices. We realize that the overall task of occupational education is to provide all citizens with the opportunity to choose and prepare for the world of work. To accomplish this requires an enormous outlay of funds, funds that will provide time to work with adults, necessary travel to implement vocational programs and also funds for equipment and consumable supplies. Provisions are necessary for strengthening youth programs and summer programs, for research funding and provision to add new programs without curtailing the activeness of existing ones.

I thank you.

Chairman PERKINS. You have been a good witness and I am delighted to hear from you, Mr. Smith.

Our next witness will be Sally Proffitt. She is a teacher of distributive education, Asheboro High School. You may proceed.

STATEMENT OF SALLY PROFFITT, TEACHER OF DISTRIBUTIVE EDUCATION, ASHEBORO HIGH SCHOOL, ASHEBORO, N.C.

Mrs. PROFFITT. I do not come prepared this morning to itemize particular needs or describe specific programs within a given high school. Rather I would like to make a very brief statement from a very personal point of view. I believe in helping young people in our State and in other States find useful and productive lives. I say this and I also make the statement that I am who I am largely because of my experiences in occupational education.

Some 12 years ago, a high school junior, almost as nervous then as she is now, went to discuss with a vocational counselor some possible job placements. She was soon to find out that distributive education was a means of helping her to find herself in life, to discover what she wanted to give to life, and in turn what she wanted to get from life. During the course of my high school career in distributive education I became actively involved. This is what our young people are asking for today, to be given that chance to be involved. I was also given the opportunity to seek out means of continuing my education. I went on to college which would have been impossible without the assistance I received from the national DECA scholarship-loan program.

Chairman PERKINS. Let me interrupt you at this point. As a teacher in distributive education, are you successful in placing all your graduates after they complete their course?

Mrs. PROFFITT. Not a 100-percent followup, but there is a very high percentage.

Chairman PERKINS. During the time in training, what percentage of your students are employed at stores, say in merchandising?

Mrs. PROFFITT. A 100-percent placement in the field of distribution.

Chairman PERKINS. Is that working out well?

Mrs. PROFFITT. Yes, very well.

Chairman PERKINS. How short are you insofar as the demand in the stores are concerned? How many more students could you train and give the same type of experience, part-time work on the job, if you had the facilities to do so?

Mrs. PROFFITT. In a given situation, Mr. Chairman, it is hoped that I would be able to place an increase enrollment of 150 percent.

Chairman PERKINS. Do you think you can take care of that many extra students?

Mrs. PROFFITT. Yes.

Chairman PERKINS. It is the crux of what I was interested in. Go ahead.

Mrs. PROFFITT. The reason I was trying to state to you the experiences I have had in distributive education is that I feel that I am better able to help many students who are experiencing many of the same things that I did. That is, seeking out a true sense of direction in life. I feel that occupational education has a very viable influence on the future of many of our young people and is a very important part of our educational system. I cannot think of a more worthy endeavor for Federal funding and because my job has been made possible through Federal funding, I would like to say thank you to the members for your support.

Chairman PERKINS. Mr. Andrews, any questions?

Mr. ANDREWS. No; I just want to point out that aside from the things you have stated, as a result of the training you have received, you have paid back to the Federal Government many, many more times than taxes much more than you received from the Government. That is another thing that makes this the best investment the Government can make.

Chairman PERKINS. Congressman Lehman?

Mr. LEHMAN. No questions at this time, Mr. Chairman.

[The prepared statement of Mrs. Proffitt follows:]

PREPARED STATEMENT OF MRS. SALLY PROFFITT, TEACHER/COORDINATOR, DISTRIBUTIVE EDUCATION, ASHEBORO HIGH SCHOOL, ASHEBORO CITY SCHOOLS, RANDOLPH COUNTY, N.C.

Mr. Chairman: I am, who I am, largely because of my experience in Occupational Education—as a student and as an educator.

My first direct contact with Occupational Education occured twelve years ago when I, as a high school junior, met with a Distributive Education coordinator to discuss possible job placements. At that time I lacked a great deal of direction as to what I wanted from life or what I wanted to put into life. I had no chosen career objective. I was young and inexperienced, but inquisitive about the world of work. It was not long before I was placed in a student-trainee position with the J.C. Penney Company. I can vividly recall the elation of my first paycheck and the feelings that came with it of being "somebody." Like all youth, I was seeking personal fulfillment. Through my experiences in Distributive Education, I was to come to appreciate and enjoy a productive life that I had not imagined possible before.

My classroom and on-the-job experiences taught me a great deal. I developed skills in the selling and merchandising of products and services. I learned about the sound workings of our free enterprise system and the responsibilities of citizenship within its framework. I was taught sound work habits. My personality developed in my day-to-day contact with people—with my customers, my co-workers, and my employer. Through my active involvement in the Distributive Education Clubs of America (DECA), as an officer and a contestant, I learned to develop leadership abilities.

My employer took a sincere interest in my progress. His guidance and encouragement led to my receiving a National DECA Scholarships-Loan Award. Without this award, my college education would not have been possible. But this was only the beginning of the strong influence Occupational Education was to have on my life.

After graduating from college, I continued my work with Penney's on the management training program. No longer a confused and unsettled high school student, Distributive Education had helped me to develop into an individual possessing saleable skills. Although my merchandising career offered me a great deal of personal satisfaction through serving others, I felt I had yet another call for service. After careful consideration, I made the decision to leave the business world to enter the classroom. I felt that by becoming a teacher/coordinator myself, I would be able to help other young people who were experiencing many of the same feelings that I had once experienced. For six years I have had the challenge, the opportunity, and the pleasure of working with a program I consider to have a very viable influence on the future of many of our young people. As I expressed myself to members of the North Carolina Federation of Business and Professional Women upon being named their Young Career Woman in 1973: "I believe in my teaching position because I feel that this program (Distributive Education) is an effective means of helping young people relate to adulthood and to the responsibilities that come with it."

Distributive Education is designed such that students do not feel physically confined to the enclosure of four walls filled with thirty-some student desks. They have the opportunity of learning a living. Through practical application of acquired classroom knowledge on an actual job, they are able to experience the real world. Young people across the nation are asking to be allowed to become involved. In my opinion Distributive Education allows for such involvment. The curriculum is not limited to one subject area. It is designed so that open minds become an end result, not just open textbooks. As a teacher/coordinator, I have the opportunity of working with the "total" individual, not just a segmented portion of his educational insights. The subject matter of the program is very personal and individualized, and yet universal. What could be more exciting than to help someone who is trying to determine what his life will be? And, in my opinion, that is what Distributive Education and Occupational Education are all about—not only creating awareness of career choices, but helping in the training for a chosen career that will shape the individual's very being.

At a very tender age children begin to develop positive and negative attitudes toward different occupations and the world of work. Many of these attitudes are based on misconceptions or incomplete information. The need for programs designed to help youth make valid decisions concerning career choices and educational options can be justified at a very early stage in the educational process. If our youth are indeed our greatest national resource, then it is most important that we continue to emphasize the need for and continue to support programs that are designed to cultivate resourceful minds.

Occupational Education in North Carolina is seeking to meet the needs of all students—not only the younger student, but the student with special needs as well. Students are being given more and more help in choosing educational options that are desirable and realistic for their individual needs. I can not help but feel that programing of this nature is a most realistic approach to meeting labor market demands and developing workers who are not only qualified but also happy in their chosen roles.

In our technological society there is little place for the young man or woman who has no special skill—who is either totally unskilled or who is trained for a job that does not exist. As concerned citizens, we must all constantly seek out and help implement educational programs which will help the young find useful roles whatever their particular aptitudes and abilities. As I see it, this is exactly what the North Carolina Board of Education is doing through its Occupational Education Program. It is an indispensible component of public education in North Carolina, designed for everyone who has a need to learn skills necessary for employment and job advancement. The State's ability to continually strengthen and expand Occupational Education rest largely on the continued cooperation and financial assistance of the Federal Government, such as that which is provided through Public Law 90-576, the Vocational Education Amendments of 1968.

Because of my sincere belief in what Occupational Education is doing for our youth and our society, I personally can not think of a worthier endeavor for funding.

Chairman PERKINS. Our next witness is the last member on the panel of teachers, Mrs. Elaine McDaniel, teacher of English, Trenton.

STATEMENT OF ELAINE C. McDANIEL, TEACHER OF ENGLISH, JONES SENIOR HIGH SCHOOL, TRENTON, N.C.

Mrs. McDANIEL. I would like to thank you for the opportunity to testify. I sincerely hope it is not significant that vocational people have put the academic people at the end of their program, since I am here supporting the program. I would like to relate to you a very personal experience this morning in order for you to understand my feelings on education.

I am a 10th grade English teacher at Jones Senior High School in Trenton, N.C.

Jones County is in the eastern part of North Carolina and is predominantly an agriculturally oriented county. Tobacco, corn, and soybeans are the chief crops produced in the area. There are four small towns in the county, none of which has a population of more than 1,000 Although Jones County is one of the larger counties in North Carolina in land area, it is one of the smallest in population. The county is almost void of industry having only two industries which are logging and textiles. As a result of the lack of industry in the county, over 40 percent of our citizens work in the more industrialized neighboring counties of Lenoir, Craven, and Onslow.

Jones Senior High School is the county's only senior high school and is located near Trenton which is the county seat. There are 562 students presently enrolled at the senior high in grades 10 through 12.

As a teacher in the academic area, I did not know as much as I should have known about the vocational department in any school until the summer of 1973, when I attended a workshop on individualized instruction sponsored by the division of occupational education, State department of public instruction. It was while attending this 3-week workshop that I began to realize how much more the students would benefit if the vocational and academic teachers could complement rather than compete with each other as has so often been the case in the past. It was also during this workshop that I realized, working as a student myself, how much easier and more interesting it is to learn something by using multimedia devices and varied techniques than by the traditional lecture method. Although I knew indirectly of the new techniques being used in teaching, this was my first actual experience with anything other than the traditional methods of instruction. I was very impressed and excited by the things I observed and the experiments in which I participated during the workshop.

Upon returning to the classroom in the fall of 1973, the seven member team from Jones Senior High School consisting of two academic teachers, four vocational teachers, and one guidance counselor which attended the workshop held in Sanford, N.C., began to utilize as many of the techniques and ideas obtained during the individualized instruction workshop as was possible. I felt I was more inscure than some of the other teachers, but this feeling soon disappeared. The division of occupational education furnished the team with consultants, material and as much equipment as could be afforded and before the first semester was over, I had tried a totally different type of teaching in one of my four 10th grade English classes. There was, of course, a period of trial and error and at times much frustration experienced by students and by me, but for the first time I began to see more students working on their own, interested in what they were doing and enjoying learning because they were choosong what they wanted to work on and working at their own speed. The students had to adjust to the interaction in the classroom and to working in areas which needed to be larger and better equipped, but for the first time more students seemed to enjoy coming to class and there was evidence of more learning taking place under more relaxed and less formal conditions. If more funds had been available for materials, space, and equipment, the students would have been able to work even more independently and would not have had to wait for their turn at the cassette recorder, the filmstrip projector, or any of the other equipment that was used.

The willingness of the students to learn in spite of less than perfect conditions made my job even more rewarding. One small indication of an eagerness to learn on their part made all of the days of frustration and long hours of work seem to disappear.

This workshop not only introduced me to new teaching methods, but since I was working with vocational teachers on my team I began to realize that the techniques which were new to me had long been used by the vocational teachers. This was only one of the discoveries I made, however, and that was the truly beautiful part. For the first time, academic teachers in our school were working very closely with the vocational teachers. I am well aware that only a few academic teachers could be included in the initial phase of this project, but hopefully as the program expands, other academic teachers can be involved and will not only learn better ways to teach their students, but will also learn how to work better with each other.

Vocational courses have been a very important part of the curriculum at schools such as Jones Senior High for a long time. I think that the students in rural areas more than in many other areas benefit from the courses offered by the vocational department, but I would like to state that I think the division of occupational education is doing more than trying to improve vocational education. It is striving to improve all phases of education and this can only be accomplished with the help of Federal funds.

In support of the total vocational bill, I would like to say that I think it is impossible for a county, such as Jones, with the small population and lack of taxable industry to provide a student with suitable vocational skills on its own. The county property tax base is too small to even begin to provide the necessary money. I do not feel that this should be the sole responsibility of such a county, even if it were possible. The students who are trained in our school will for the most part not remain in the county, but will scatter throughout the United States and other parts of the world.

Because of the above belief, I give my complete support to the vocational bill and would like to express my gratitude for the opportunity to express this support.

Chairman PERKINS. Thank you for your very impressive statement. Mr. Andrews?

Mr. ANDREWS. I just wonder if you get accused by some of the academicians as being somewhat of a traitor?

Mrs. McDANIEL. At first. Now they understand the program and are quite willing to go along with me.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. No questions.

Chairman PERKINS. Mr. Radcliffe?

Mr. RADCLIFFE. I have a question for Mrs. Sibley.

I took it from your testimony that before the 1968 amendments, you did not have a special program for handicapped children in vocational education.

Mrs. SIBLEY. In Wake County, that is true.

Mr. RADCLIFFE. Would you support the continuation of the requirements in the act that at least 10 percent of the funds for vocational education be utilized for handicapped children?

Mrs. SIBLEY. Yes, sir, and I am sorry Chairman Perkins was not here but I want him to read what I have written.

Chairman PERKINS. Let me say I am very much impressed with the program for the handicapped, and I feel we are not doing enough in that area. I think Congressman Quie and I and Ike Andrews and Congressman Lehman, who are all on the subcommittee, are going to do something about approaching the matter of doubling funds in the handicapped area and we are going in that direction in the vocational education area. There are people in this country who need to be taken off relief and need to have their skills updated and there is just no room for them and we have to do something about those situations. That is the reason we are here to get grass roots support and information. Tell us to what extent you are presently handicapped from serving all who need to be served.

Mrs. SIBLEY. If we could have one TMR teacher, one more EMR teacher, and two aides, plus the two of us now, we could serve at least two-thirds more in my school.

Chairman PERKINS. In your school you could serve 100 percent more? That is one thing that has disturbed this subcommittee in the handicapped field and the vocational field, these long waiting lists. We are not doing anything about it and I am glad to get information from you people that we cannot get in Washington. The only way we can get this information is to come to a place like Raleigh and hear a panel of great teachers.

Mrs. SIBLEY. We do not always have successes but the ones I know about, they are now productive citizens and will be paying their own way.

Chairman PERKINS. That is my thought. I think I express the opinion of Congressman Quie, who is minority ranking member. We are working together on this legislation.

Mr. ANDREWS. Bill Lehman cannot talk very loudly but he can say very fine things. He thinks your testimony has been of such quality he would like to take excerpts from it and insert them in the Congressional Record.

I notice our reporter is running out of paper, Mr. Chairman.

Chairman PERKINS. Mr. Lehman would like John Strandridge to say a word or two. But first, we will take a break.

[Short recess].

Chairman PERKINS. Mr. Standridge is the head of the Dade County vocational schools. We are delighted to hear from you. Maybe Congressman Lehman cannot talk much, to my regret, but Congressman Andrews and I have been down in your great State before, as well as Mr. Quie, Charlie here and many others. We know what you are doing down there and we would like to hear from you at this time.

Identify yourself for the record then go ahead.

STATEMENT OF JOHN STANDRIDGE, SUPERINTENDENT FOR VOCATIONAL AND ADULT EDUCATION, DADE COUNTY PUBLIC SCHOOL SYSTEM

Mr. STANDRIDGE. I would also like to represent the National Council of Local Administrators of Vocational, Technical, and Practical Arts Education, an association of which I am the president-elect.

Dade County is presently serving approximately 19 percent of all the students in grades 10 through 12 in some form of vocational education for occupational preparation. A recent survey was conducted in which 63 percent of the students in grades 8 through 12 indicated a desire to be enrolled in a vocational education program. The school board, in April 1973, approved the expansion of vocational education programs as a result of the efforts of a consulting firm headed by Dr. Walter Arnold, formerly associate commissioner of vocational education, to the extent of expanding all vocational technical facilities in the 21 senior high schools and also to establish shared-time vocational educational centers. These would average $6 or $7 million to be used for the career program in 40 junior high schools.

The present cooperative program in Dade County is now serving over 5,000 students in 500 business and industrial concerns. The amount of money that it is going to take to reach the expansion, and we have this developed over a 10-year period, will be somewhere near $40 million. I would like to say that this is quite an ambitious undertaking and the amount of Federal money we are now getting for the whole State of Florida, is something in the neighborhood of $14 million. We still need more money. So, I would concur with the statements already made here this morning. By the way, I did not come with any prepared statement. I did not even know I was going to make a statement. I first came to North Carolina in 1960 as the first director of the Fayetteville Industrial Educational Center. I left in 1963 after it became one of the first technical institutions.

I always enjoy coming back to North Carolina and I think it is a wonderful State. I have met more of my friends and it is like old homeweek. I would like to concur with the statements already made by your State director and your director of community colleges and technical institutions.

My No. 1 priority, and I think Bill's, is to get more money into vocational education. We do need to have earlier funding. We cannot have school systems based on faith. There should be a good look taken at the categories for the separate kinds of programs even though all of them are badly needed. I think we need to study them again. Is it necessary that we should have a separate category, for example, home economics education? I think we need to take a look at that.

Since I was told it would be necessary to cut the statement short and since I did not have any prepared statement, I would like to close, but to support again your effort. This is the reason I am here and one of the reasons Congressman Lehman is here. We are very much concerned about what happens in vocational education. Our school superintendent, our board, has seen fit that I come to Raleigh. So we are here representing Florida and all the other Southern States as far as increased Federal legislation is concerned.

It has been a pleasure and I thank you for allowing me these few minutes to make these few statements.

Chairman **Perkins**. Mr. Lehman.

Mr. **Lehman**. Thank you, John.

Chairman **Perkins**. He wants to thank you for a good statement and being here from his own county. Any questions?

Mr. **Radcliffe**. No, sir.

Chairman **Perkins**. You have made an excellent statement, and we know about your program but let me ask you from the standpoint of serving the adults at the secondary level, area school level and at the technical college level, are you short of funds insofar as serving all who would like to take training in the vocational area?

Mr. **Standridge**. I would like to make a philosophical statement on that. To answer your statement very briefly, yes. We are short of funds. There is something wrong with our system when we are not given the necessary funding to do the job either at the K–12 level or at the immediate postsecondary or adult level. In some other acts and agencies, we provide much more money to take care of the problem that came about as a result of the school system not being able to do the job because of inadequate funding. I am speaking primarily of the Comprehensive Employment and Training Act" which is a much needed act. We are involved in that act, but I think we can get more for our money insofar as vocational education is concerned, through the regular education channels. That is my personal feeling. I worked with the MDTA program and the ARA program at the very beginning in 1962. If we had the necessary finances to do the job, we could eliminate a lot of other money into comprehensive training.

Chairman PERKINS. Give me an idea of the shortage of funds to do the job that needs to be done in Dade County. In other words, how many adults or ex-students or people who need to have their skills upgraded or students in secondary schools that have applied for some trade or craft or occupational craft and you are unable to serve them?

Mr. STANDRIDGE. We are serving approximately 7,000 students in vocational education K-12. We feel there are three times that many. We feel we are serving approximately one-half at the postsecondary level and we have a combination of community colleges as well as postsecondary administrative programs at the postsecondary level.

Chairman PERKINS. This is an alarming situation. That is the reason we are here, trying to get the real data, grassroots data and I would hope that you, when you go back to Dade County, that you will document this question and develop the statistics and number, that is, those you are unable presently to serve at the secondary level, postsecondary level, and even adults who want their skills upgraded. Send the information to me so we can get it into the record in Washington. Will you do that?

Mr. STANDRIDGE. Sure will.

[Information referred to follows:]

DADE COUNTY PUBLIC SCHOOLS,
OFFICE OF VOCATIONAL AND ADULT EDUCATION,
Miami, Fla., September 27, 1974.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, General Subcommittee on Education, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: The following information is supplied to you in response to your question on page 81 of the draft of the oversight hearing in Raleigh, North Carolina on April 26, 1974:

SUPPORTIVE DATA FOR REGULAR SECONDARY AND ADULT VOCATIONAL-TECHNICAL EDUCATION PROGRAMS

	1974-75 (projected)
Secondary programs (grades 10-12):	
Total school enrollment (grades 10-12)	55,000
Potential secondary enrollment in gainful employment vocational programs (67 percent of total above)	36,850
Actual secondary enrollment in gainful employment vocational education programs	11,826
Unmet needs (potential less actual enrollment)	24,990
Adult programs:	
Total District labor force	691,000
Potential enrollment in gainful employment vocational education programs (12 percent of the labor force)	82,920
Actual enrollment in gainful employment vocational education programs	51,137
Unmet needs (potential less actual enrollment)	31,783

The State of Florida has established a goal of reaching a potential secondary enrollment in gainful employment vocational education programs of 67% of the total enrollment in the secondary programs and a potential enrollment of 12% of the labor force in gainful employment vocational education programs for post-secondary and adult students. As you can see, we are not serving approximately 25,000 students in secondary programs and 31,783 students in post-secondary and adult programs that probably should be served to meet the statewide goals that have been established.

The chart above was developed as a result of the Program Planning Guide for Vocational and Adult Education for the Dade County Public School System for 1974-75.

If I can be of further assistance, please let me know.

Sincerely yours,

JOHN F. STANDRIDGE,
Vocational-Adult Education Superintendent.

[Prepared statement of Mr. Standridge follows:]

PREPARED STATEMENT OF JOHN F. STANDRIDGE, VOCATIONAL-ADULT EDUCATION SUPERINTENDENT, DADE COUNTY PUBLIC SCHOOLS, DADE COUNTY, FLA.

My name is John Standridge, Vocational and Adult Education Superintendent for the Dade County Public School System. I am also speaking as the president-elect of the National Council of Local Administrators for Vocational, Technical and Adult Education.

The Dade County School System is the sixth largest in the nation serving approximately 245,000 students in grades K–12 and approximately 70,000 post-secondary and adult education students. The vocational education enrollment in grades 10–12 is 10,260 or approximately 19 percent of all students in these grades. According to a recent comprehensive survey conducted by Walter M. Arnold Associates, the report states that in order to meet the labor market demand and the student interest and desire for vocational education programs, it would be necessary to increase the vocational enrollment over an eight-year period to 40 percent of students enrolled in grades 10–12, or a total of approximately 20,000 students (an increase of 10,000). This 40 percent figure would represent only those vocational programs that are designed to prepare students for employment immediately upon graduating from high school. A recent student interest survey indicated that 63 percent of students enrolled in grades 8–12 gave as their first choice to work in occupations that do not require a college degree.

Our vocational enrollment in the post-secondary and adult programs now serving 35,000 vocational students should be serving 25,000 more in order to meet the need.

The Dade County School Board, recognizing the tremendous need to expand vocational education programs at all levels, took the following action at its meeting of April 18, 1973:

1. Approved the objective for the school system of substantial expansion of vocational education to include a) the enrollment of 40 percent of the students in grades 10–12 in vocational education[1] by 1980; b) full development of career education programs, with special emphasis on career exploration at the junior high level; c) establishment of shared-time regional vocational-technical centers according to a master plan to be developed by the administration and subject to the availability of funds.

2. Authorized the Superintendent to establish a staff planning group to develop guidelines and procedures for a master plan for regional shared-time vocational-technical schools.

3. Authorized the Superintendent to enter into a contract with Walter M. Arnold Associates, Inc., for consultant services to assist the staff planning group in the development of the master plan; and that travel be authorized for members of the staff planning group to visit other regional vocational-technical centers in order to plan the regional vocational-technical centers in Dade County.

4. As an initial step, the Board authorized the establishment of two shared-time regional vocational-technical centers pending the availability of funds; the first of the two to be located in the South Dade vicinity—the second to be located in accordance with the needs as determined through the master plan study indicated in recommendation two above.

5. Authorized the Superintendent to appoint a staff planning group to develop a master plan for career exploratory programs at the junior high level; also authorized at least $200,000 each year, as a three-year effort, as a commitment for the purpose of remodeling existing classrooms and/or laboratories into exploratory cluster laboratories. The master plan was to contain the amounts above $200,000 needed for each of three years, a list of the specific schools, and the nature and extent of work to be performed.

6. Provided transportation for all students to the closest comprehensive high school beginning with the 1973–74 school year.

The staff planning group for shared-time vocational-technical schools which was approved by the Board and implemented by the Superintendent shortly after the April meeting recommended a ten-year plan of expansion for vocational education which included the following:

1. That vocational facilities be improved and expanded at all 21 senior high schools, the George T. Baker Aviation School and the Miami Agricultural School at an approximate cost of $5,209,725.

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[1] Vocational education in this case means those courses that are designed to prepare students for specific job skills in an occupation or cluster of occupations, at least at the entry level, by the time they leave their regular high school at or before graduation.

2. That six shared-time secondary area vocational-technical centers be established at strategic locations in the county at an approximate cost of $32,683,415.

3. That transportation for students attending shared-time area vocational-technical centers be provided in such a way that there would be no delay or problem in transporting students from their home high school to the shared-time facilities.

In order to accomplish the purposes of the ten-year plan, it would cost approximately $37,893,140 of which very little, if any, federal funds are now available. If federal funds were made available on a 50 percent matching basis, the Dade County School System alone could require more than $18,946,570 over this ten-year period in order to implement its plan for providing vocational educational for students in grades 10–12.

Realizing the need for improving and expanding vocational education programs for Dade County, which is typical of many large metropolitan areas throughout the country, the following recommendations are made for the committee's consideration:

1. The amount of the present appropriations should be at least doubled in future vocational education legislation.

2. That funds be made available in advance in order to give state and local school systems ample time for planning. It is extremely difficult, if not impossible, to develop a proper plan and then effectively implement that plan when it is uncertain whether or not funds will be available before the school year begins. It is estimated that from 20 to 25 percent of the funds could be used for other purposes if ample time were given for planning.

3. A careful study and possible revision should be made in regard to the categorical programs included in the vocational education acts. State departments and local school systems have different needs and should not be tied down to the use of funds as long as the funds are used for vocational education purposes.

4. The Occupational Education Act of 1972 should become a part of and combined with the Vocational Education Act Amendments of 1968 or any new broad vocational education legislation that might be passed next year.

5. If the proper financial resources were made available to the public school systems throughout this nation to do the job that needs to be done in preparing our young people for the world of work, it would not be necessary to have the Comprehensive Employment and Training Act of today; at least it would not be necessary to have the large amounts of appropriations that are going into CETA at the present time. Much of this money could be used to prevent the unemployment problem rather than to provide a remedial approach to an aging problem. We will never be able to solve the unemployment problem unless we can start at the early stages, even at the elementary level with programs of career awareness to be followed at the junior high level with career exploratory programs and at the senior high level with career exploratory programs and at programs and at the senior high, post-secondary and adult level with career development or skill training programs.

On behalf of the Superintendent and the Dade County School Board, I want to thank the committee for allowing me to speak for the continued need and expansion of vocational education in Dade County, Florida.

Chairman PERKINS. Thank you very much for a good presentation today. Our next witness is Dr. Lew W. Hannen, superintendent, Durham City schools, Durham, N.C.

STATEMENT OF DR. LEW W. HANNEN, SUPERINTENDENT, DURHAM CITY SCHOOLS, DURHAM, N.C.

Dr. HANNEN. Congressmen Perkins, Lehman, and others, I am a transplanted Yankee from Ohio, but I have been here long enough that they have dropped the modifier in front of Yankee.

We see some specific problems here that we want to address ourselves to informally for just a few moments.

We see in our situation some similarities to the large northern cities. I am very well acquainted with the Cleveland situation, for example.

What we believe is, that we ought to have enough local discretion in the use of these funds that we could adjust to the differences in local situations. Many of our communities needed additional funds for staff. Many of them need additional funds primarily for equipment. In the Durham City schools we are using some lathes in the machine shop which are pre-World War II vintage.

The primary problem is getting a better attitude of work from the pupils who take the courses. This is prehaps our primary problem in Durham, in getting the people to want to work and developing those attitudes. Of course, when they go out on the job they do not have that attitude, that defeats the whole program. We have in Durham, a unique situation in the State. This is the only large city which has a minority school population of more than 70 percent. This attitude toward work can be improved by vocational counselors, which is what we need more than anything else. If we had a Federal program that met our needs, we would not have this problem.

I heard the other day about a brick layer on the job. The supervisor said, "How come you are carrying four and the rest of them are carrying eight?" He said, "I guess it is because the rest of them are too lazy to make two trips."

To get the caliber of people we need to make the vocational program work where you have a large minority group, it takes a special breed of cat. You cannot get equipment with regular school funds because the unit cost is too expensive. So, what we are asking here is that there be enough leeway in vocational education criteria so that we can adjust adequately to the best use of the funds at the local level. If this can be done certainly we feel the obligation to show proof that these funds have been used in the right way in order that we might be able to continue to be eligible for them.

Thank you very much.

Chairman **Perkins**. Let me compliment you for an excellent statement, Dr. Hannen.

Let me ask you to what extent are you short of counselors?

Dr. **Hannen**. Just since Christmas, we have been able to look at some funds we have not used and we have, for the first time in the history of this city of 100,000 people, one professional guidance counselor for each of the two high schools. It is a tragedy that we have not had them in the past.

Chairman **Perkins**. We are going to have to add additional money at the Federal level. As much as we dislike categorical programs or earmarking, this is one area where we were hoping even under elementary, secondary, under the National Defense Education Act, to get money channeled in this direction to a greater degree. We just have not done it and the demands are so great. At the vocational level where you are matching up $5 to $1 in North Carolina, we certainly have to give you some assistance to meet the national level. I am grateful to get that information. It is surprising to me.

Mr. Andrews.

Mr. **Andrews**. I believe Durham gets $105,000 or $106,000 a year from the career opportunities program. Is that related in any way to the educational vocational program? Do they tie together or complement each other?

Dr. HANNEN. No, sir. This is solely a program for training teachers on the academic side, not vocational.

Chairman PERKINS. Mr. Radcliffe?

Mr. RADCLIFFE. I hesitate to ask this question, Doctor, but I shall. You say only 55 percent of Durham County students in grades 7 through 12, are engaged for a short time in programs which concentrate on skills development. I wonder whether, while that may be doing a good job in terms of what is happening across the Nation, generally, why you would not be employing more of your own resources to meet so obvious a need in the educational system, even if there were no Federal funds available? I wonder if you would care to respond to that?

Dr. HANNEN. I think you are reading from the Durham County schools paper, sir. That would be Dr. Yaeger.

Mr. RADCLIFFE. I will reserve that for Dr. Yaeger. But may I ask you the same question?

Dr. HANNEN. The fundamental reason for lack of interest in some vocational courses is because it is largely a racial one-sided school system, but neither race has a monopoly on this. Another reason we do not have more response to the vocational courses is that we do not have adequate guidelines to get people involved in them and adequate followup to go out on the job and see that these people are doing what they should do.

Mr. RADCLIFFE. With all the resources available to you could you redeploy or train some of your counselors in occupational counseling? I question that the Federal funds, even if doubled, will ever get the complete job done.

Dr. HANNEN. I did not want to continue here beyond what you want to know because you have others to testify. But we are in a school system where we have lost one-third of our school population in 1 year's time and we are under a State allocation of teachers whereby the number decreases each year, becomes less and less. We stand to lose 20 or 30 teachers at the State level. So, we have no recourse for adding personnel.

Chairman PERKINS. Congressman Lehman, any questions?

Mr. LEHMAN. No.

Chairman PERKINS. Congressman Andrews?

Mr. ANDREWS. Nothing.

Chairman PERKINS. The next witness is Perry W. Harrison, superintendent of Chatham County schools, Pittsboro, N.C.

STATEMENT OF PERRY W. HARRISON, SUPERINTENDENT, CHATHAM COUNTY SCHOOLS, PITTSBORO, N.C.

Mr. HARRISON. I am going to try to summarize but I would like to make two or three statements which are so important to us. In our particular school district, we have no opportunities really for our children to branch out into any other areas. A while back, we started expanding in the trade and industry area. We added quite a number of courses. In 1965 we had 45 percent dropout rate. Then we reduced it as we began to give courses, offerings that appealed to the students. We began to hold the students. We reduced that to 28 percent, due to the fifth year enrollment. We feel this had a significant impact in keeping youngsters in school.

The thing I want to refer to, as I can say "Amen" to what has already been said, but in order not to repeat that, turn over to the back of this material (material placed in subcommittee's files) because I want to talk to you about a case and make some comments on it because this is, and I am in a sense complimenting the Government for what they have done for us in providing us this opportunity, this is a good example of what could happen to a young person.

[Material referred to is retained in subcommittee files.]

Mr. HARRISON. You see at the top of that a big building. Through the encouragement of a brick masonry teacher, two young men of junior skill in the 2-year course. By the way, they would have been dropouts if they had not had the opportunity. They stayed in school in this course, graduated and through the encouragement of their teacher, they built a new home for their families.

I have given another sheet showing the improvements they have made around there. If some of the students we have enrolled in occupational courses never really go into that field of work and make it a lifetime work—say these young men went into something else. The service and benefit they provided for the family is worth it already in providing a better place to live. I do want to continue with the story of these brothers, the Cheek brothers, and what happened to them.

After they finished the course and built the home for their families, they started into business. First, as laborers, and they left the firm and established their own business. When we built our new high school some years ago, one of the subcontractors was this firm represented by these young men. When you go to Disney World, these young men were subcontractors on some of those buildings. I always think of that when I go to places where I know students have done some of the work. They have very good incomes, these young men have; they would have been dropouts. This is a story that needs to be told and I have many other stories that I could relate to you.

I want to share with you the comment the mother of these two boys shared with me. "I am very grateful that course was started for my boys because I know now they will have a good income and a good life."

That is my statement.

Chairman PERKINS. Let me say, you have made a wonderful statement. What you state demonstrates the great effort required so that other children can have the same opportunities you have detailed here to this committee. Mr. Andrews.

Mr. ANDREWS. The best thing that ever happened to Chatham County was Perry Harrison.

Mr. HARRISON. Thank you. One of the areas we feel is untapped is in the health careers area. There are more opportunities in the health area than any other. We feel this is certainly one of the areas we are going to expand as soon as we have the funds and are able to do so. Our objective is to analyze what our people need as far as work opportunities and try to gear our vocational program to that.

Chairman PERKINS. That is the reason I feel your programs are so outstanding in this State, you gear them to the needs of the people.

I wish you would just take a minute, tell the committee how you gear those training programs to fit the needs of the community when you have an industry you feel will come to your community if they have the employees, if they can get training for the employees to operate their factory?

How does it work? Will you just give us a little illustration?

Mr. HARRISON. One of the things very necessary is that those in charge are very cognizant of all events which are taking place industrially, which we try to keep up to date on. Some years ago the Donnelly Co., which publishes the eastern edition of Time-Life, bought an option on some land. We had an opportunity to meet with the company and one of the areas they spoke to me about was the graphic arts area. We immediately geared ourselves and our building program. We added a room where we could put that program in if they ever came into the area. We are very much aware of what industry comes in and I go to the individual and talk with them. I inquire if there is something in the school we could do which would complement the industry, a program we could put in which would fit in the occupational framework. It creates a very good relationship. They feel we are ready to help in any way we can.

Chairman PERKINS. And from the State on down to your own county operations, you gear up the program to fit those needs to train the employees for that new industry?

Mr. HARRISON. I think we should be gearing our program to help the local community as much as possible where the industry really is.

Chairman PERKINS. That is one provision we have got to strengthen in this Vocational Education Act. We are also interested. I do not know of any place in the country where we can get better information along that line than the area where we have good programs and that is one thing I am going to make a point on with Congressmen Al Quie, Lehman, Andrews, and any others, to see that these programs are job oriented, preferentially to many other things. There are some people who we train ruthlessly. That is one thing we want to eliminate. We want there to be opportunities for all the hundreds of thousands who need the training and want that training and who would have jobs if they had that training and are being deprived because there are no institutions, no places for them. We have to make sure we meet those needs.

Mr. ANDREWS. That is not true in this area. I used to hear that criticism that we were training people for nonexistent jobs.

Chairman PERKINS. I agree with my colleagues. That is not true in this area and I am not making the charge to apply to this area but I am making the charge that at certain places in the country, and there is some of that going on in my congressional district in Kentucky. I want to make sure we get away from that in the future and follow the pattern set up here in North Carolina and other States. We certainly want to see every person trained.

Thank you very much.

Our next witness is Dr. Frank Yeager, superintendent, Durham County Schools, Durham, N.C.

We welcome you.

STATEMENT OF DR. J. FRANK YEAGER, SUPERINTENDENT, DURHAM COUNTY SCHOOLS, DURHAM, N.C.

Dr. YAEGER. Thank you. I appreciate the opportunity to speak to you. I did prepare a written text.

Chairman PERKINS. I glanced over it. It is an excellent statement and will be entered into the record in full.

Dr. YEAGER. I would like to welcome, as an ex-Kentuckian, the chairman, a Kentuckian, to North Carolina.

I will reflect my feelings and experience in the State of Kentucky as well as Durham County, particularly in the Louisville, Ky., public schools. I would like to stress three particular points from my prepared text. The first one deals with flexibility in programing.

I am aware we all talk about more resources and there is no question that there is not enough resources for vocational education. We are serving approximately one-third of the population which we should be serving. We are also serving many with a superficial type of program. I would say we are serving approximately one-third of the individuals in the Durham County school district that we should be serving with a vocational education type program.

As I stated, I do not want to get into the issue of resource needs but I would like to talk about three particular points which I am concerned about and the legislation or administration of legislation.

The first one deals with flexibility. Like my colleague from Durham City, one of the things we have tended to ignore in vocational education is flexibility. It has come to my attention that employers constantly state that the most important skills are reading, writing, computing, and good work habits. If employees have these habits, they can make viable employees from our students. All of the vocational training in the world, if they do not have these skills, will not help.

If we are talking about the "drop-out" and the "push-out," the type who tends to end up on the welfare role and create various society problems, we need to start earlier in life than secondary education. In relation to this thrust, it needs to be more comprehensive; we have an awful lot of middle class people with middle class values who look down on vocational training. They feel their children should go to college whether needed or not. We need to have vocational training that not only educates the children but the parents.

The second point is the concern over comprehensive planning. I am thinking in terms of the limited money we have and I assume that this condition is going to exist for a while. I think we need to think in terms of legislation to force comprehensive planning within specific geographic areas. I believe we have a proliferation of programs going on right now.

In Durham, we have two school units plus a community and technical college and we do some coordination. But there ought to be legislation which forces comprehensive planning, that removes the need for duplication and allows us to utilize the resources of each other.

A community college could offer the public schools services through the day on a part-time basis, just for the advanced high school students. This ought not to be left to chance. There ought to be legislation to force the issue.

The third area that concerns me is the matching money bit, whether it be at the State or local level. All this serves to do is make the rich get richer and somewhere along the line, there has to be a stopping point. I am not speaking specifically about Durham County because we are probably a little bit better off than most, but I do know in Congressman Perkins' home district, it is hard for the local school district to provide a match.

Chairman **Perkins**. Will you yield to Mr. Radcliffe?

Mr. **Radcliffe**. I have become concerned about the provisions we have in the 1963 act as amended in 1968, which prohibit the requirement of an across the board State matching formula and requires that the State take into account, local need, and capability.

I have heard at least informally from a number of State directors, that this just is not being observed. I think you are making an excellent point. I do not know how we could write the act more clearly on that point.

Dr. **Yaeger**. I can tell you there are certain guidelines that come through occupational or vocational programs that say you have to put up x-dollars in order to get x-dollars. If I do not have x-dollars, I cannot put it up. I cannot tell you whether that is a State regulation or a Federal one. I do not know if that is true, whether the State interprets differently what Congress had in mind; however, I do know operationally, that this is a real problem because we cannot get the matching funds to deal with local problems if we do not have money initially.

Chairman **Perkins**. That brought about considerable discussion in the conference in 1963. I held fast to the point Mr. Radcliffe just made, that you have to take into account the Federal resources of the community and if there was no ability to match the Federal Government should not hold back.

We shall check it out but I am glad you raised that point. Go ahead.

Dr. **Yaeger**. I would say that on an average about 25 percent of the students nationally generally go on to higher education and finish. This leaves an awfully large segment of the population to receive vocational training and we have to focus our attention on them. We have a big problem ahead of us in balancing our curriculum so that we do provide job skills to those who do not go on to college.

I thank you very much for taking the time to listen.

Chairman **Perkins**. To what extent are we short in your county, insofar as providing salable job skills for all applicants in your county?

Dr. **Yaeger**. We do not deal with students beyond secondary education. The community colleges are under a different administration. We need two to three times the resources we have at present to adequately deal with the students we have.

Chairman **Perkins**. You feel if you had two to three times the resources you presently have, you feel you would be able to provide youngsters with salable skills and they could get immediate employment?

Dr. **Yaeger**. If we had just more vocational courses, that is not the total answer. The answer has to deal with improving basic education and attitudes as well as vocational training. I am convinced without that as an undergirth, vocational training will not help by itself.

Chairman PERKINS. Mr. Andrews.

Mr. ANDREWS. I do not know how to add to that statement.

Dr. YAEGER. May I continue my answer? We do not have enough money locally; and secondly, little flexible money is available. If you really get down to some of the basic political considerations, you are tying up a great percent of any local budget. We simply do not have the money locally to plow into vocational programs which are needed.

Chairman PERKINS. Let me thank you for an excellent statement.

[The prepared statement of Dr. Yaeger follows:]

PREPARED STATEMENT OF DR. J. FRANK YAEGER, SUPERINTENDENT, DURHAM COUNTY SCHOOLS, DURHAM, N.C.

The South is changing rapidly from an agricultural to an agri-industrial economy. Training programs to develop new skills and to upgrade old skills are therefore urgently needed to meet the employment demands of an expanding and more highly skilled job market.

North Carolina has a good selection of job opportunities available to college graduates as well as to those who choose to enter the labor market without college training. According to various objective criteria, the Durham County Schools are doing a good job of preparing students for college but need to improve the scope and depth of instructional programs for students entering the world of work directly after high school.

Far too many of our students are confounded by the sheer number of choices confronting them when they leave school. And far too many cannot make wise career choices because they have not been exposed to appropriate work experiences. This is not to suggest that we should ignore academic disciplines, but that we should strengthen occupational program options both for those students going directly to work and for those students who will begin a career after post-high school training.

Only 55% of Durham County's students in grades 7–12 are involved, often for a short time, in occupational education programs which concentrate on job exploration and/or skill development. Only 50% of high school students, grades 10–12, were enrolled last year in some kind of occupational education program for skill or employment competency training.

We live in a nation and state where, generally, only one student in five goes on to college after completing high school. The other 80% enter the labor market and are often ill-prepared and poorly trained to confront modern technology head-on. Schools are supposed to prepare students for life; for a great many, that life means a job soon after high school. Much greater emphasis needs to be placed upon occupational training and job exploration at an early period of development if we are to meet the challenges and responsibilities of our changing times.

Another problem is that students drop out of school without having any real knowledge of the world of work since career awareness and/or career exploration is not an integral part of the upper elementary and junior high school program. Durham County Schools lose far too many students when they reach 16, the compulsory attendance age. Our dropout rate at the time of high school graduation is 25% of the 9th grade enrollment. Most students drop out of school because schools fail to motivate them. They feel the curriculum is unrealistic and irrelevant to what they are going to do for most of their lives.

A second contributor to the dropout rate is many students' lack of success in school subjects which emphasize basic academic skills. Too many of our students leave school without having acquired basic communication and computational skills. A minimum requirement for the mastery of these skills must necessarily be incorporated in any comprehensive occupational program. In a recent survey of local marketing and distribution employers, an exceptionally high priority was placed on the acquisition of basic language and math skills.

Students need to learn that most jobs can provide the worker with dignity, opportunity and respect, but that jobs are not available to those without skills. When school curriculums are developed to involve students in truly preparing for their own future, in developing skills and self-knowledge, in applying academic learning to the everyday world, then, and only then can we expect a greater number of students to be motivated to remain in school until they earn their diplomas.

Alternative programs need to be developed for students who cannot succeed in the regular school program. Alternative programs need to include some form of immediate gratification, often job related. Afternoon and evening programs could effectively serve this segment of our school population.

Also, additional funds should be provided to enable school systems to use available occupational facilities during the summer. These funds could be used to expand career exploration programs during the summer for students in grades six through eight, in particular.

Funds should be provided to support laboratory experiences that are more appropriately located in the community. For example, the inschool, per pupil expenditure for courses such as auto mechanics, cosmetology and health occupations is frequently prohibitive. The laboratory work for the same courses, however, could be provided much less expensively by utilizing the facilities and expertise already available in the community.

Durham County presently has training programs in agriculture, distribution and marketing, health occupations, office occupations, home economics, and trade and industrial education. These programs need expanding. Available manpower data indicate a need for more trained workers in the areas of health services; construction industries; business and office education; maintenance and repair; sales, marketing and distribution; crafts skills.

Expansion and improvement of occupational programs should take place as soon as additional financial resources are available for construction of facilities, purchase of instructional materials and equipment, and employment of qualified personnel. Occupational education facilities are frequently more costly than those for traditional instruction because of the expensive equipment and greater floor space often required.

In cases where federal allocations are divided among several levels of public education, the federal government should encourage close cooperation among the recipients of those federal funds. Vocational education funds, in addition to being used in public secondary schools, are used to support programs in colleges, vocational and technical schools. In many communities, a cooperative working relationship is needed for sponsoring programs to use to the best advantage all available resources for vocational education. Present laws, guidelines and policies are not flexible enough and administrators are not tolerant enough for joint planning of programs and the exchange of students. Cooperative pursuits providing more flexibility and a spirit of mutual concern for better serving students are needed. Facilities, equipment and instructional programs could be used more effectively with less duplication in several locations.

In order to assist state and local governments in financing occupational education, we need 100% appropriations funding with no local or state matching funds required. It is discriminatory to require matching funds for some federal programs such as occupational education, while other programs are funded at 100%. The existing process simply works to make the "rich get richer."

Categorical funding procedures should be examined more thoroughly to make sure they don't result in more problems than productive activity. An example of this is the designation of specific funds for occupational education for handicapped and disadvantaged students. Twenty-five per cent of all vocational funds are specifically designated for disadvantaged and handicapped students. Segregating these students in separate classes only compounds their educational and emotional problems but trying to allocate resources in non-segregate classes is a bookkeeping and instructional nightmare.

Planning for best use of resources for programs is very difficult when we are not sure of allocations at planning and budget time in the spring. We must operate on a continuing resolution on a quarterly basis and when congress does not pass appropriations bill until after fiscal school years begin, adequate planning is most difficult. Advanced funding, a year in advance, or assurances of funds local administrative units can depend upon would be most helpful in assuring comprehensive planning.

Marvin Feldman has said in his book, *Making Education Relevant*:

> We can no longer tolerate an educational system which ignores the world of work, where occupational studies are considered inferior to general stu-

dies, and where youngsters in vocational courses do not receive the training necessary for entry into college and those in college courses are denied vocational experience which relates their learning to reality.

Chairman **Perkins**. The next witness is John Lawrence, superintendent, Randolph County schools, Asheboro, N.C.

Come forward and present your statement.

STATEMENT OF JOHN LAWRENCE, SUPERINTENDENT, RANDOLPH COUNTY SCHOOLS, ASHEBORO, N.C.

Mr. **Lawrence**. I appreciate the opportunity to meet with you and talk to you about Randolph County. I will speak mainly about our school system.

I agree with that which has been said as to other counties and States but I just want to zero in on my school system. As superintendent of schools, I want to pass on to you my feelings about certain things.

We have an advisory committee, people from business and industry that meet with my director of occupational education. I meet with them a couple of times a year and I think one of our srtengths is that we are already working closely with business and industrial leaders to determine what is needed for students at our senior high schools as they prepare to enter the job market. I think this has done a great deal to improve our situation in the last 2 or 3 years.

Just recently, we had open hearings in our school system where we invited parents of secondary school students to meet with our directors and their vocational teachers. We had a good turnout. So, some of the things I am going to say to you this morning will be based on what my people feel is important in our school system.

We have a school system with a little over 13,000 students, at present. We have four senior high schools. When we planned our senior high schools, capital outlay money, as always, was short.

We have had good support from the State of North Carolina. Just recently we passed a $300 million school bond issue. We think now we have an urgent need in our system. It is a fast growing system because we are near a fast growing area, and we have vacant land and people are coming out. They are moving into Randolph County. Therefore, we have to provide schools for them.

We have in this State, the fastest growing school system as far as population, in the central part of North Carolina.

When we plan new buildings, we can build and put in operation a mathematic classroom, a classroom for English, this type of program with about $800 worth of furniture. The State of North Carolina sends us the textbooks, but when we go into occupational education, the cost there is tremendous as compared with academic programs.

If we set up a program in mechanics or auto mechanics, we have to spend much more money for this. We can put 30 students, I believe State law specifies 35, in an English class. I would say about half that number can be placed in an occupational class. It takes more money to get the program ready with equipment. So, I would say our No. 1 priority is in the area of buildings to house the programs. We will build a new school and have to leave something off occupational facilities. This is really cutting into our programs to meet the needs of the boys and girls in occupational programs.

Chairman **Perkins**. You mean the inadequacy of facilities? The inability to provide adequate facilities in your county?

Mr. **Lawrence**. Yes, and not being able to provide the sophisticated equipment you need to operate the programs. You can have counseling and good instructors——

Chairman **Perkins**. You have to have the best equipment.

Mr. **Lawrence**. We have had some man months allotted and I appreciate what the State is doing. They say, here is the personnel. You people in the community, a good board of education, decide what you need to do and let us know. They do not dictate as to whether we need another home economics teacher or another agriculture teacher nor do they say this is the program you need. I like what North Carolina is doing. They send us the man months. Every year, every student is surveyed to find out what course he wants next year. We use our personnel to develop the curriculum which will serve the boys and girls and the industrial firms in our community where they will eventually go to work.

A top priority is equipment which is necessary once we get the building. I will say very little about that because I discussed that adequately.

Chairman **Perkins**. The way your State is matching Federal funds and is going all out as much as any State for progressive programs, to what extent are you presently short in your county as far as equipment is concerned to enable you to serve those youngsters and provide them with jobs they can go out and be employed on?

Mr. **Lawrence**. We say we are providing some type of occupational educational courses for about 55 percent of our students. The goal is about 80 percent when they complete high school for those who do not go through a 4-year college program. So, I think if we have a goal, it would be to provide those who do not go to college and want to go into some other work with some opportunity so if you say 55 percent now, you say, well, we are still 25 percent short.

Chairman **Perkins**. Within your county, do you still have applicants you are not serving?

Mr. **Lawrence**. Yes. I would say now we are providing some type of occupational education for 55 percent of our students. I would assume if we could get that up to 70 percent, I would say we are fairly well meeting the need. We are on the move and have had plenty of help from Washington and Raleigh. My big problem is an adequate place to house the program and the expensive sophisticated equipment we have to put in there in order to make the problem worthwhile. I do not think we want to hire another teacher.

Chairman **Perkins**. We are going to conduct a survey of all the vocational schools in the country this summer and pursue the point you have just made as to what extent are they unable to serve the applicants and unable to obtain the so-called sophisticated equipment, modern up-to-date equipment which youngsters and adults must have to upgrade their jobs.

So, I am delighted to hear you raise those points. You are most helpful to the committee. This committee is so constituted that all the membership of this committee does not go around to hear witnesses that want to tell us what we would like to hear. We like to hear the real problems confronting your school. We want to know what the true situation is. I want to compliment these witnesses who have come here today because never in my lifetime have I heard better witnesses and I think Mr. Radcliffe will agree with me.

We have held these hearings for 25 years and I think Mr. Andrews would agree with me and I am so proud we are getting testimony of this type where we can base a comprehensive survey on the data we are obtaining. We will continue to hold hearings and we are going to do something about this situation. We cannot afford to let situations of this type go uncorrected. We have to lay foundations and we are in the process of laying the foundation.

Mr. LAWRENCE. My closing statement would be to express appreciation to you fellows for coming. It helps us just to get away from the office to come down here and talk to you about this.

Mr. ANDREWS. By the way, that works both ways. Let me ask you this, to paraphrase, slightly, from Raleigh you are given some man months other than their saying you need a course in a certain subject? Then you take your student references and they are given an opportunity to designate the course they would like to take next year. Then you go out into the community by one means or another and you ascertain what the community job requirements are.

What do you do when the community's job requirements dictate one thing but the city dictates another course of action?

Mr. LAWRENCE. If you are going in the wrong direction, tell the students that there is no possibility of getting employment if you complete this thing; why put it in the curriculum. We do not let the students call all the shots. W say, here are the things that are possible. The man in my school system who has the real responsibility is the director of occupational education.

Mr. ANDREWS. If he came up with one decision and you make another decision, then what?

Mr. LAWRENCE. I depend on him. If we did not have a full-time director of occupational education, we would be in trouble.

Mr. ANDREWS. Mr. Chairman, his county includes an interesting situation. Archdale and Trinity are said to be sort of bedroom communities for Greensboro. We have very little tax base.

When you consider the job market or the community's job needs, do you include Greensboro?

Mr. LAWRENCE. When we planned with industrial leaders for the Trinity Senior High School, then we planned with people from High Point and Greensboro. We planned programs based on that. Our biggest industry is Burlington Industries. After meeting with them, we had programs in textiles that are just beginning in Asheboro.

Mr. ANDREWS. Thank you.

Chairman PERKINS. Mr. Radcliffe.

Mr. RADCLIFFE. I have nothing.

Chairman PERKINS. Thank you very much for an excellent testimony.

[The prepared statement of Mr. Lawrence follows:]

PREPARED STATEMENT OF JOHN R. LAWRENCE, SUPERINTENDENT OF RANDOLPH COUNTY SCHOOLS, ASHBORO, N.C.

DESCRIPTION OF SCHOOL SYSTEM

The Randolph County School System is located in the central part of the state of North Carolina. The major businesses and industries consist of textiles, furniture, and agriculture. At present the county has a population of 76,000–78,000 people.

The school system has a population of over 13,000 students in grades K–12. The goal of the Board of Education is to provide a comprehensive educational program with emphasis on the basic fundamental skills leading to a general education for grades K–8. At the high school level, there are four high schools. The high school curriculum consists of college preparatory, occupational, and general terminal programs.

The local financial support has been on the increase for the past few years. At the present time, however, in comparison with most school systems in the state of North Carolina, the financial support of the Randolph County School System is below average.

TESTIMONY

The testimony of the Superintendent of the Randolph County Schools is based upon four priorities within the school system.

PRIORITY 1

Due to the total capital outlay requirements of the system, the rapid growth of the system within the last five years and the expansion of other federal, state, and local programs, it has been impossible for the local Board of Education to acquire adequate financial support for capital outlay needs in the area of occupational education.

One recommendation which we offer to aid in the solution of this problem is for the United States Congress to act to make federal funds available to Boards of Education to be used for the construction of occupational facilities in local school systems.

PRIORITY 2

Due to the expensive, sophisticated equipment required for the vast majority of occupational programs, the purchase of this equipment places an extreme hardship on many local units. This is so in spite of matching funds now available through the State of North Carolina and the United States Congress.

We recommend that the Congress of the United States act to provide additional funding for the purpose of assisting local Boards of Education in the purchase of equipment for occupational education. This need is especially acute when entirely new school plants are constructed. The costs, compared to facilities for college preparatory and general programs are significantly higher.

PRIORITY 3

Another area of need is in the area of occupational education personnel. Presently, the local system is providing 32% of the funds for personnel for occupational education. In spite of the fact that we have a problem providing adequate facilities, if we ever accomplish the goal of making occupational education programs available to 80% of our high school student population, far more occupational education instructors will have to be employed by this school system. At present, only 55% of our students are taking an occupational education course.

We recommend that the State of North Carolina and the United States Congress act to provide more funds for occupational education teachers.

PRIORITY 4

The quantity and complexity of the paperwork required to obtain federal funds for occupational education presents an overwhelming problem to local education officials. The expense at the state and national levels to employ personnel necessary to insure compliance with present legislation and agency guidelines must be a tremendous expenditure of program funds. If present legislation and agency guidelines could be revised and simplified, two things would result: the local

school system could administer occupational programs more effectively and with far less anguish and additional funds could be made available at the level of the student.

We recommend that all legislation, agency guidelines, and accountability procedures be streamlined and simplified immediately.

We appreciate the past support of state and federal legislative bodies. Without this support, the local education agency would find it impossible to provide occupational programs of any significance.

The above testimony represents the feelings of a number of interested school supporters in the Randolph County School Administrative Unit. During the month of March, 1974, public hearings on occupational education programs were held at the senior high schools in the system. The vast majority of those in attendance agreed with the priorities stated in this testimony.

Chairman PERKINS. Our next witness is Mr. Aaron E. Fussell, superintendent, Wake County Schools, Raleigh, N.C.

STATEMENT BY AARON E. FUSSELL, SUPERINTENDENT, WAKE COUNTY SCHOOLS SYSTEM, WAKE COUNTY, N.C.

Mr. FUSSELL. You are now sitting in Wake County. We want to thank you for coming to Wake County to conduct this hearing and giving us an opportunity to say a few words to you. You have 20 copies of this presentation.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record.

Mr. FUSSELL. I have with me Mr. Wayne Bare and Mr. Riley Carroll, our director. I would like for those two to stand, if you would permit.

Chairman PERKINS. I certainly appreciate your bringing them here with you.

Mr. FUSSELL. As you know, in this school system, we have approximately 31,000 students. We have about 15,000 students from grades 7 through 12, where we have most of the vocational or occupational education.

Just recently, the legislature has passed a bill which appropriated $5 million additional funds in North Carolina. It will not require any matching funds.

In Wake County, we are now supporting 130 teaching positions. Approximately 6,500 students are participating in this program. Of course, we have the shops and the equipment commensurate with the program. I am not saying that we have all that we need. Someone referred to a $300 million bond issue passed by the State. In addition to that, Wake County just passed a $20 million referendum to meet our needs. The needs are over double that, by the way.

We have students who go to school half a day and work half. This is arranged through the use of Federal funds and could not be supported through local funds. A very high percentage of these students are in need of jobs to complete their education and enter into the world of work successfully. Many other students are employed locally through the use of work-study funds, particularly those who cannot provide transportation to a job which may be available. Therefore, it would require us to offer some degree of exploration in career education, occupational information, and guidance.

Someone has referred to a great need for guidance people in occupational education. We only have two supported by Federal funds in our entire school system and we need many, many more, as has already been stated. This is not to say that some vocational students are not excellent academically. Most of the students need and receive help from vocational education will not receive it from any other source.

Basically and to the point, the need for help from Federal support is extremely important. We referred in our presentation to the original acts. Now, in a brief summary, summarizing the various laws enacted throughout the years, they were as a result of unmet needs, a need which has not been met on a State or local level even though this State is doing a tremendous job in this area. The need still exists. There is a large amount of students who do not receive college training. The job market, as you know, is more complicated and complex than it ever has been. We do need more vocational counselors. We need the flexibility which has been referred to by my colleagues in previous statements, to apply this money where needed.

You may ask the question, How much more do you need? I have talked with our two people here as well as many people and you have heard from one of our teachers this morning, and I commend you for going straight to the grassroots level; in other words, the teachers working with the situation. But you asked me how much more we may need. I would say we are just about one-half of the level we ought to be in offering vocational education.

Chairman Perkins. What is your present vocational education budget here in this county, local, State, and Federal all combined?

Mr. Fussell. About $2 million.

Chairman Perkins. And your Federal part of that is approximately what? About $400,000?

Mr. Fussell. That is correct.

Chairman Perkins. Then your total school budget, what is your total school budget?

Mr. Fussell. For all operations, everything but PTA, $30 million, including the building fund. We are pouring a lot of money into capital outlay, building new facilities.

Chairman Perkins. Assuming that you have the funds at your disposal and wanted to utilize those funds in a most efficient way, I can see how short you are, since you are only meeting 50 percent of your needs. How would you spend the funds to increase your potential to take care of 50 percent more students and adults to give them job skills to earn a living, if you had your way? Just tell this committee, briefly.

Mr. Fussell. I think it would be in terms of more personnel in the schools and of course more and better facilities including the vocational counselors that we really need on the secondary level and we need some in the elementary school, too.

Chairman Perkins. What about your capital outlay?

Mr. Fussell. Really, that is a top priority but we have had very few funds for capital outlay. The big item is building new facilities.

Chairman Perkins. If you had at your disposal the money to do the job, in answer to the question I just put to you, do you believe you could furnish employment for 50 percent more youngsters and adults with a salable skill than you are presently doing?

Mr. FUSSELL. The answer is "Yes, sir."

Chairman PERKINS. Mr. Andrews.

Mr. ANDREWS. Who determines to what extent you can move these programs down as to age or grade attainment of particular students? How far down can you go and how far do you go in terms of age and grade?

Mr. FUSSELL. We go as far as you want to go. We did a Federal study at Apex. It terminated after 3 years but I will give you one figure. It was a K through 12 grade program. There was not a single person who graduated from Apex after the program was initiated who did not go on to college or find suitable employment. From advisory council level, we do have advisory council in our school system as well as through the professional personnel. I do not sit up there and make all the decisions.

Chairman PERKINS. I want to compliment you for being a great witness and I want to say you have a great Congressman.

Mr. FUSSELL. If you do have any extra time, we have a transmodular unit we would like you to see.

Chairman PERKINS. Time will not permit. We will visit some schools. We may run right through here. We are going to visit some not so good. They are not in this State but we are pretty well going to identify them this summer. I want to compliment you on what you are doing and it makes me feel good to hear you experienced in this area come forth and give the committee the true facts so we will know how to treat this problem. You have given us some ideas we are going to present before the House Appropriations Committee.

[Prepared statement of Mr. Fussell follows:]

PREPARED STATEMENT OF AARON E. FUSSELL, SUPERINTENDENT, WAKE COUNTY SCHOOLS SYSTEM, WAKE COUNTY, N.C.

Federal funding through the vocational acts have had a tremendous impact on the Wake County School system. The term vocational should be considered as a separate term and not to be considered the same as career education and/or occupational education. Vocational education is the term used in the Smith-Hughes Act and the subsequent 1968 Vocational Education Act and 1968 Amendments Act in that funds are to be used basically in two ways, that is, to prepare a student for entrance level employment upon leaving high school and/or to prepare a student for post secondary nonbaccalaureate education. The term occupational education includes all vocational education and other areas such as nonvocational home economics, business education, industrial arts, etc.

The impact of federal funds through the vocational acts have been extensive in the Wake County Schools system. We are now supporting one-hundred-thirty teaching positions and approximately sixty-five hundred students. We have shops and classrooms which have been adequately equipped. We have an outstanding inservice training program on the local level, the North Carolina State Department of Public Instruction, and North Carolina State University.

Funds have been used for new buildings, to help initiate experimental programs, and to help hundreds of students obtain work which they could have not obtained through their own efforts. The Wake County Schools system has a high percentage of students who will not receive training through any other program other than vocational education. Our system also has a percentage of students who are disadvantaged, handicapped, and are in many ways not normal students and require additional help that has been forthcoming from federal funds.

In our system alone, we have close to a thousand students who go to school half a day and work half a day. This is arranged through the use of federal funds and could not be supported through local funds. A very high percentage of these students are in need of these jobs to complete their education and enter into the world of work successfully. Many other students are employed locally through the use of work study funds, particularly those who cannot provide transportation to a job which may be available.

The industrial complex of this capital area of North Carolina is such that many varieties of jobs are available; and it is difficult for the student to know which job to choose without some type of career exploration, occupational information, and guidance. Much, but not enough, of this service is now being provided through the use of federal funds. In Wake County and the surrounding areas, there are a large number of students both in our school system and others who will not receive a four-year baccalaureate degree or any other type training.

In this county and surrounding areas, there is a tremenous need for employees in industry and associated businesses. If we are to continue to help match the needs of students with the needs of industry, it has to be done through the use of federal funds. Local funds are simply not available; and in many cases, higher priority is given to academic and cultural subjects. This is particularly true because administrators, educators, and elected officials see the road to success as being by way of a four-year college degree. In many cases, elected officials are pressured by citizens to give higher priority to academic and cultural areas simply because the citizens who are active and interested in the schools and the citizens who are most vocal are those parents and citizens who push academic and cultural subjects. Parents of potential vocational students are less powerful; and as a result, very few people push the interest of students who have problems or students who do not fit into the mold of the right way is to go to college. This is not to say that some vocational students are not excellent academic students; it is simply stating that most of the students who need and receive help from vocational education will not receive it through any other source.

Briefly and to the point, the need for help from federal support is just as existent today, if not more so, than it was when the various vocational acts were enacted. There is some trend among the younger people to look more on the dignity of all jobs than in past years; and, as a result, some of the students who are academically superior now do not feel they have to go to college to be happy and sucessful even though pressure still exists from parents, administartors, educators, and counselors to go to college if he did well in high school.

We feel that federal money should still be available on a matched basis. This way it provides the incentive to start and continue programs which are deemed necessary in the national interest. The percentage of money which is used on a matched basis should be appropriated according to the local needs and the local administrative unit's ability to pay. Funds provided for research, particularly exemplary programs, should be provided over a period of five to seven years starting out with a small amount and gradually increasing to full funding, then declining again over a period of years so that local administrative units are able to pick up the cost of successful research projects.

Another significant development as a result of federal funding is that part of the local programs dealing with club work such as the Vocational Industrial Clubs of America, Distributive Education Clubs of America, Future Homemakers of America, Future Farmers of America, and Future Business Leaders of America. These programs are an integral part of the curriculum and are the only clubs in the school system which is operated as part of the teacher's required duty. The clubs over a period of years have helped to develop many outstanding leaders in the state and nation, have taught students how to live, how to get along with their neighbors, and how to be good citizens. They have also promoted the spirit of patriotism unsurpassed by any other school group. It has not only been successful in developing new leaders as well as followers and good citizens; but it has served, and increasingly so, as a testing ground for the performance of students in the various areas in which they were trained. No other school activity, generally speaking, academic or cultural, has a method to check the performance of students other than simple written tests. Such programs as are now being developed through the National Vocational Industrial Clubs of America, Skill Olympics, must still be continued. These programs more than any other program in the school system have not only taught the student a skill but require the student perform that skill on a satisfactory level. Although they may not be directly supported out of federal funds, they have none the less evolved as an indirect result of federal funding. This is another result of local and state putting in more financial effort than is required by law.

Summarizing, the various vocational laws that were enacted through the years were the result of unmet needs—a need which was not met on the local or state level for various reasons. That need still exists. There are a large percentage of students who do not receive college training. There exists a variety of job opportunities in the labor market which are unfulfilled. The job market is much more complicated and complexed than it used to be because the more menial jobs have been eliminated and the broad scope of jobs available has increased in new and different fields. There is also a tendency among the younger generation to view all jobs as dignified and a larger percentage of the so-called academically superior students are not now seeking a four-year degree. We still use funds exactly as designated by the various laws that is to employ competent instructors, many of whom would not meet normal certification, to purchase equipment and instructional material which could not be purchased without federal funding, to work with special students such as disadvantaged, handicapped, and students who cannot attend school during the normal day. We continue to use federal funds for in-service training on the local, state, and national level. Many successful research projects are still being carried out as a result of federal funds, and we are continuing to develop students to their fullest potential through the use of group activities and performance tests which are associated with the various clubs.

Mr. ANDREWS. I assume you know, Mr. Chairman, North Carolina has the No. 1 basketball team.

I have just been informed Mrs. Betty Knox is with us. Is that correct? She is employed at the Garner Senior High School and she lives in Raleigh. She is a school counselor. She will become on July 11, 1974, the president of the American School Council Association, the largest association in guidance.

Chairman PERKINS. You just stay around, Mrs. Knox.

Mr. ANDREWS. She has been granted a 1-year leave of absence to enable her to take on these very important responsibilities. We are very proud of her.

Chairman PERKINS. I am proud to be here associated with this distinguished colleague, Ike Andrews and Congressman Lehman. I can sincerely state, Congressman Quie deeply regrets he was unable to be here. This was planned a long, long time ago.

The next witness is Mr. Lee C. Phoenix, superintendent of the Asheboro city schools, Asheboro, N.C.

STATEMENT OF LEE C. PHOENIX, SUPERINTENDENT, ASHEBORO CITY SCHOOLS, ASHEBORO, N.C.

Mr. PHOENIX. I will have to deviate from the prepared text due to the fact all my colleagues have stolen what I had to say as a result of my appearing last on the program.

It is well that we look at the total program of education. I chose to go back and look at the history of education in the entire United States and compare it with what we have at the present time, specific functions of government which had to do with purposes and objectives. These have played a minor role in some instances and a major role in some, thereby establishing a society as we know it today. Perhaps the biggest challenge we have is an educational program that will meet the needs of all those enrolled. We have been able to do this through various occupataional programs.

I would, with the permission of the committee like to read a portion of what I thitnk is very important and which has been alluded to by the others. It appears to me, one of the greatest needs we have is training occupational counselors not only at the senior high school level but the junior high school level and special consideration should be given to providing career awareness at the elementary area. Many students enter high school with no comprehension as to work. More tragic perhaps are students who have made at least a tentative decision as to employment only to discover a particular job is no longer available and the opportunities for future employment just do not exist. Initial training or retraining is thus necessary, to the complete frustration on the part of many youths and young adults. Top priority must be given to detail and concentrated emphasis for guidance services which covers all phases of the world of work. The college bound, those who are dropouts, they all must be informed as to all aspects. This can only be accomplished with dedicated and skilled personnel with a keen understanding of behavioral patterns of all specific age groups.

Actually, Mr. Chairman, one of the greatest concerns that I have for the State of North Carolina and for the Nation has to do with developing basic salable skills not only for those who are interested in career education as a terminal course at the time they complete their secondary years, but it is also very important that we find some way, as Lieutenant Governer Hunt was saying this morning, to include these individuals both boys and girls in all of the extra curricular activities for the leadership potential is there.

In many instances, we are finding that local schools are making a concerted effort to assure all students have the opportunity for development. But many times these expenses become prohibitive to the individual and to the school and to the local district. Funds must be provided in some way for the development of the entire educational cost of all those who enroll.

Chairman PERKINS. Has the work-study program been of any appreciable benefit to the students in your vocational schools in your State?

Mr. PHOENIX. Yes; it has been a tremendous asset and many young people who were not interested in that particular phase of this co-op program where they could get out into the community to earn a livelihood for extra money, the work-study program that comes in the summertime has been a tremendous asset. Yes; it has.

Chairman PERKINS. Go right ahead. Would you say you are tremendously short of funds in that area?

Mr. PHOENIX. To a certain degree this is true; yes, sir. We could use a great deal more in the work-study program and also from a standpoint of being able to finance these activities for the entire development of the leadership potential of all the boys and girls.

Chairman PERKINS. Has the Manpower program been modified to some degree? Have they been very helpful or have they kind of fallen by the side in recent years or have they ever been very helpful?

Mr. PHOENIX. Mr. Chairman, and members of the committee, at one time I think they served a very useful purpose. There has been a decline. At this point, I am not so sure they are doing the job which was intended or that they are contributing to the overall process.

Chairman PERKINS. Go ahead.

Mr. PHOENIX. A very important part of what I would like to bring to the committee this morning has to do with early funding in order that real in-depth planning can be done. W are finding quite often unless we have specific information as to the amount of funds available to us, that we are losing oustanding instructors and other personnel to institutions where they can have more job security. It is pretty difficult to talk with an outstanding coordinator and I appreciate the opportunity of having one of the staff from Asheboro City Schools to appear before you also this morning, but it is pretty difficult to talk to them with regard to employment unless they know specifically as to what their duties will be and unless they are assured that will remain until the end of the term. This has a tremendous impact upon what we are doing.

So, I cannot emphasize too greatly, how much we need to know what funds are going to be available.

Chairman PERKINS. I could not agree with you more. That is the reason we are starting now to see that we get this legislation corrected. The programs that do expire, we want to try to get them enacted early enough next year so we can get timely funding. The House now is in the process of marking up the HEW Educational Appropriation. Those appropriation bills should have been marked up some months ago but we were unable to get this H.R. 69 out of the way. But we hope to put a duration on there, some 4 or 5 years in conference and once and for all that some stability be put into these programs. Then you can efficiently continue timely funding and more efficiently utilize those funds.

It is almost a dereliction, I am still saying, Mr. Andrews, a dereliction on the part of the Congress because we are more responsible for it than the executive branch because we have had this problem for some time and we cannot seem to get ourselves educated. I am including Carl Perkins, also. The local people wonder why we cannot do such a simple thing but I believe the time is fast approaching with the grassroots understanding and know-how on how to get to Washington and you will see this come to pass within the next few years. Congressmen Andrews, Lehman, and Quie and many others are going to work on that same point and hope the next time we hold hearings in this city, we will be over that bridge.

Mr. PHOENIX. I would like to close with one statement which is important and has been alluded to. Vocational education should become a part of the total educational process. It cannot be set aside as an after-thought for disadvantaged, the slow learner or any segment of our population. There must be total integration of the entire learning process. Yesterday's excellence can become today's mediocrity and tomorrow's actual tragedy unless we do something about it. All levels of government have as their No. 1 responsibility the complete education of children and youth.

Chairman PERKINS. Mr. Andrews.

Mr. Andrews. I guess the cost of vocational educational classes vary so much from one course to the other but is there any available information as to what here in North Carolina the cost for students might be on the average, versus the academic?

Mr. Phoenix. I do not have that information. Perhaps someone else in the group does but it is available in the department of occupational education.

Mr. Andrews. Could someone get that information and put it in the record while we are here in North Carolina, so it will be part of the record.

[Reply to Mr. Andrews appears following Mr. Belcher's testimony.]

Mr. Andrews. Another quick thing, do you hear from students, parents, or anyone, any disagreement with the courses which are offered in terms of them not being sufficiently challenging or meaningful to the student? In other words that there may be an offering of courses because that is the community need whereas the student could have trained in something which might be more meaningful to the student but which might cause the student to leave the community to some place where he might avail himself of a job?

Mr. Phoenix. We try to avoid this as much as possible by complete involvement of parents, teachers, and staff. It is true on occasion you will have a student definitely interested in a specific job or a specific skill which we cannot offer. This, of course, becomes rather frustrating to that student. We do have to pay very close attention to the business and industries in those communities but at the same time, you have to look at the interest of the individual and try to guide him. This is why I believe the actual guidance service is informing them as to the role of work and this is so important.

Mr. Andrews. Does it include courses that various industries want to put in, do you use that as a little leverage to get them to help you work with machinery, or whatever?

Mr. Phoenix. Yes, sir. I think you will find, Congressman, that in almost any community that industry businesses are most cooperative. When they find a need they are desirous of having individuals trained in a specific area with the basic skills, if you will get it organized and formulated and give them some idea of what is needed. It is no problem to get the machinery and even sometimes money for a period of time but not on a continuous basis.

Mr. Andrews. As far as the Federal laws are concerned, we do not have the interaction between the various assets available in a given area. They are segregated as far as programs. But at the local level, could you not work out with some of the industry, something as to use of equipment and personnel?

Mr. Phoenix. There are restrictions. At the present time anyone under 18 years of age cannot be enrolled in a technical college unless they have been released by the board of education. They cannot be released under any circumstances if they are enrolled in a high school program. However, we do have arrangements whereby we can work with them in various ways. But the use of the facilities for inservice training, yes, that can be arragned. We even have some of their staff come in and help us do various programs and they do the same thing.

Chairman Perkins. Thank you. You made an excellent statement.

[Prepared statement of Mr. Phoenix follows:]

Prepared Statement of Lee C. Phoenix, Superintendent, Asheboro City Schools, Asheboro, N.C.

With the passage of the Satan-Delunder Act by the Massachusetts Bay Colony in 1642 education of the children and youth in the United States assumed a major function of government and of prime importance to the citizenry. From the beginning specific objectives and purposes were established. The Latin Grammar School, free public education, and the modern comprehensive high school have all played a vital role in the development of a complex, technical and scientific society.

The challenge to provide an educational program to meet the needs of all who enroll is greater today than at any time in our history. For most students choosing and finding work that will be both rewarding and satisfying upon leaving formal education is a major concern. Of equal importance is the continuing evaluation of all curriculm offerings to assure relevancy, more effective involvement and to maintain a level of instruction for students commensurate with their needs, requirements, desires and abilities. This challenge is not for the nostalgic or fearful, the tired or the timid. It mandates true leadership willing to compel the faith of the community, state and nation and exercise the sacrifices and expertise prerequisite for success. If we are to move creatively from the rhetoric to reality in achieving established goals, it is imperative that we first look at the entire panorama of present programs, financial support and the entire curriculm of individual schools as well as school systems. Then and only then can we successfully get on with our quest for extrinsic solutions to intrinsic crises.

Occupational education has begun to fill a gap for two groups of students who reach out for attention, guidance and direction—often silently, but with desperation.

First, there are the children and youth who are "disadvantaged", often because they are not provided with school programs which prove to their advantage. And, second, there are boys and girls, youths and young adults whose minds and hands want work but are not getting the skills and job preparation they need if they are to take their places in gainful employment. More than old-time vocational courses are needed here.

Trained occupational guidance counselors are a must at the junior high school level and special consideration should be given to providing career awareness to students in the elementary grades. Many students enter senior high school with no concept of the world of work or the skills required for specific areas of employment. More tragic, perhaps, are students who have made at least a tentative decision as to employment and a career only to discover that a particular job is no longer available and the opportunities for future employment do not exist. Initial training or re-training is thus necessary with complete frustration for many youth and young adults. Top priority must be given to detailed and concentrated emphasis for guidance services which cover all phases of the world of work. The college bound, those who plan a terminal course of study, and the potential drop-out must be informed as to all aspects of a complicated, highly industrialized, scientific society. This can only be accomplished with dedicated and skilled personnel with a keen understanding of behavioral patterns of all and specific age groups.

The funding of occupational programs by the Federal Government at a time when state and local budgets are being prepared is critical for effective and efficient organization and planning. The amount of monies available from the Federal Government should be designated no later than January prior to the next school year and, if possible, one year in advance. It is recognized there are many factors to consider with early funding. Inflation, salary schedules, revenue available and many other considerations contribute to a time schedule. It is impossible, however, to accurately project a realistic budget at the local level if specific information is not available. The employment of personnel has, of necessity, been done with no concrete assurance as to continuation beyond the first two (2) to three (3) months of a school term. A well-planned program and course offering must be staffed at an early date if the most competent individuals are to be available. The esprit de corps of staff in the area of vocational education is essential and has a direct effect on students who enroll.

The expansion of all areas of occupational education to meet specific needs and interests of high school students demands careful study and evaluation. All phases of business education must be considered as a major component of occupational offerings. The business community is demanding more and better prepared employees as secretaries, clerks, bookkeepers, accountants, and general distribution of all products. The cooperative business offerings that permit on-the-job training of specific skills after basic skills have been learned has enabled many students to accept employment immediately after graduation from high school. The basic concept for all on-the-job cooperative programs with business and industry applies and must be expanded.

Basic skills to be learned from laboratory and shop experiences demand facilities that are expensive to build, equip and maintain. Poor occupational programs, however, are more expensive from the loss of student preparation and skill development. A school drop-out can become a financial liability to society and a complete loss as a contributing member of his community, state and nation. One hundred per cent (100%) funding by the Federal Government for adequate facilities, equipment and supplies has become a top priority in many communities. Remedial programs for young and older adults are more expensive and the loss of productivity for many years cannot be regained either for the individual or society.

Many young people who are now enrolled in occupational programs have a difficult time financing clubs and other related activities. Local schools make a concerted effort to assure that all students have the opportunity for development from participation in the social, group, and other related co-curricular activities. Many times these expenses become prohibitive at the school or district level. Funds must be provided or work programs established to assure each student's involvement in the total program.

Vocational, occupational and career education should become a part of the total educational, process. It cannot be set aside as an "after thought" for the disadvantaged, the slow-learner or any other segment of our school population. There must be total and complete integration of the entire learning process. Programs of the past will no longer suffice. Yesterday's excellence can become today's mediocrity and tomorrow's tragedy. All levels of government have as their number one responsibility—the education of *all* children and youth.

Chairman PERKINS. I want to call at this time, Dr. Williams and Dr. Woolard. They have to catch a plane.

Charlie Williams is the deputy superintendent of instruction, State Department of Education, Columbia, S.C. He has been in Washington on a number of occasions. Without objection your prepared statements will be inserted in the record.

STATEMENT OF CHARLIE G. WILLIAMS, DEPUTY SUPERINTENDENT OF INSTRUCTION, STATE DEPARTMENT OF EDUCATION, COLUMBIA, S.C.

Dr. WILLIAMS. I would like to say first of all, South Carolina is deeply indebted to you for working out and ushering in the House title I bill that is probably the most equitable thing that could have survived. It was only through your leadership this was accomplished. I am sincere in saying we are deeply indebted to you.

I would also say, I stand in awe of the knowledge and information that you and members of the House committee have of the title I program and the functioning of the public schools. I find it incumbent on us to provide you with meaningful information in your attempt to give us the type leadership you have given us in the field of title I.

I will try to be as brief as I can with the full confidence in the leadership that you can provide through your committee will be in the best interest of the children of the United States.

Chairman PERKINS. I want to say that Congressmen Quie, Lehman, and Andrews cooperated to the full extent and we had the full support of your entire delegation from South Carolina. I have never seen better cooperation from a group of people. This State may be classified as one of the poorer States in the Union. You worked together for one purpose only, to achieve equity that all people are created equal, trying to seek equality.

Dr. **Williams**. We are certainly indebted to your leadership and that of this committee. We expect and look toward that kind of leadership as we look to the concerns of vocational education.

I would just add a word to say it is important to note the Nation's system of education is maturing slowly. You have heard testimony to that, that vocational training has not had the recognition. But we are moving in and there is a philosophy and commitment that public education is for all children, for all the people. We have a responsibility for providing welders, mechanics and other tradesmen. In that respect, I have submitted to you in our report, some of the things we have done which would encourage your support in drafting future legislation. You do have before you, a great document, part of a concern I heard raised by Mr. Radcliffe earlier which represents a 5-year plan developed for the purpose of providing occupational education to 100 percent of the children enrolled at the high school level. We have broken that down as to numbers and facilities which would be needed.

The 5-year plan referred to goes on to state specifically during the school year we will fund 19 new facilities. We will provide adequate facilities for new equipment, we will provide assistance to local school districts in opening these facilities, will provide funds for vocational programs and occupational programs at an increased State and Federal appropriation.

Without going through the entire document, I submit to you there are many efforts being made to establish a long-term plan. I would share with you, as a result of this, we have moved since 1968 to 1969 school year from 73,000 youngsters enrolled in vocational programs to 105,000 enrolled. So, the 5-year plan is paying off and has been testified, I won't bore you with restating but it is a costly program and will require some assistance from State and Federal agencies.

The third thing we have been trying to do is improve the program itself. The first thing we did in 1966–69, was to turn the allocation over to the local school superintendent and say to him, sir, you have $1,400,000, tell us what kind of program, vocational programs you would provide based on the job opportunities in the community. We no longer tell them to offer X, Y, or Z. They submit to us their proposal in addition to facilities and equipment, there is an attempt to improve the quality of instruction going on in existing programs. I would also share with you the fact that, under the instructional facilities, we have in operation in our State 42 comprehensive facilities. There is in the document before you, a geographical description. We have $8 million on bonded hold to finish a complete network of these which would be about 19 more vocational centers. I think that would highlight probably the evidence presented by many of the school superintendents. You have to have first of all a meaningful facility with staff and some guidance personnel to assist in helping youngsters make a decision. That is the kind of preparation you might need.

In addition, I do have an addendum in my report. The addendum relates to the adult effort.

I would add a note. Where there will always be a need to upgrade and retrain adults, I would be concerned that any society that committed its resources to training and retraining its adults rather than the youngsters, has probably committed itself to failure. While we do need to train adults, the main supply will be the next generation of youngsters who flow through the system.

In considering legislation, I would urge you to deal with your colleagues and have that legislation come through the Education Committee rather than the Labor Committee. It seems those things which are required can better be attended to by the Education Committee as opposed to the Labor Committee. I will be happy to respond to any questions.

Chairman PERKINS. Let me compliment you on an excellent statement. With all your experience in this area I agree with you that we should not lose sight of the youngster who is going to comprise the next generation. He deserves the priority. But observing the way that you have grown and taken care of so many adults and youngsters at the secondary level since the 1963 act was enacted, the tremendous progress that has been made, do you feel if we further expanded to a great extent, at least went half way in doubling the Federal funds, that you would make as much progress and provide as many salable jobs in the next 10 years as you have provided in the past 10 years since the enactment of the act of 1963?

Dr. WILLIAMS. Yes, sir.

Chairman PERKINS. What changes would you suggest to this committee if we doubled those funds? Just assume for a moment we were going to double the funds. What changes would you suggest to this committee to achieve the greatest result at the local level, that is suitable skills, when these adults and youngsters completed their courses so they would be ready to walk right into jobs. What suggestions do you have for the present line?

Dr. WILLIAMS. I think we are beyond that point in helping South Carolina. But looking at the Nation as a whole, I would say the funds earmarked for construction which seem to be the primary factor for keeping the school board from moving into this area without adequate staff, would be a factor. It seems to be the primary factor in expanding the capital improvement costs beyond the local taxpayer to raise that revenue.

Chairman PERKINS. Is that the greatest obstacle that you see in taking care of the applicants that want technical training right now? The sophisticated equipment and facilities?

Dr. WILLIAMS. Yes, sir. The school boards and administrators have come to realize that all of the children in society do not need a college education. The parents are about to understand it, the educators do understand it and are willing to move into that program more forcefully. But the thing that keeps reoccurring is the cost. This I would say is the No. 1 priority.

Chairman PERKINS. Then if we did that, you feel the progress within the next 10 years would be as great from the standpoint of putting out productive citizens, that is with saleable skills, who would be employed as has been the case since 1963?

Dr. WILLIAMS. In my opinion it would be even greater because once these facilities are made available in one area, another area starts demanding them. Our State legislature has now been forced to begin to pick up the funding. So we are really getting seed money. To answer your question, I would say it would expedite and accelerate it.

Chairman PERKINS. In all probability, it would take thousands of people from the welfare rolls.

Dr. WILLIAMS. It would provide for youngsters to go out and make a decent living.

Chairman PERKINS. Mr. Andrews?

Mr. ANDREWS. We talked about the amount of money that North Carolina provides. How much does South Carolina provide?

Dr. WILLIAMS. About $7 to $1. Our local school people talk with the legislature constantly about the need. This phase of public education is becoming just as important as what we have been committed to, historically.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. No questions.

Chairman PERKINS. Mr. Radcliffe?

Mr. RADCLIFFE. Nothing.

Chairman PERKINS. You have always been helpful to this committee. I certainly appreciate the great support that you have given to education. We have seen a new day for education in the South in the last few years. Members are coming to the Congress today from the local level with their minds on education. Years ago we had to try to plead and beg with Members to support education. I think we are going to see more progress in the next 6 or 8 years. Because of the aid for dependent children and the welfare rolls, we have got to do more for education in the next 6 or 8 years than we have ever done in the past, and I think this is going to wipe out a number of these welfare rolls. I think you are on the right track. I certainly am wholly in agreement with your testimony today.

Dr. WILLIAMS. Let me congratulate you on your own Jack Jennings. He is very capable.

Chairman PERKINS. He and others on my subcommittee staff arranged this hearing and they have done an excellent job. I have been too busy on other matters.

[The prepared statement of Dr. Williams follows:]

PREPARED STATEMENT OF DR. CHARLIE G. WILLIAMS, DEPUTY SUPERINTENDENT FOR INSTRUCTION, SOUTH CAROLINA STATE DEPARTMENT OF EDUCATION, COLUMBIA, S.C.

Mr. Chairman, distinguished committee members, ladies and gentlemen, and special guests, I come before you today to address the scope and direction of vocational education in South Carolina, with particular focus upon the impact of federal legislation in this domain. In so doing, I represent Dr. Cyril B. Busbee, South Carolina State Superintendent of Education.

Be advised that we are singularly pleased to be extended this forum on a subject which enjoys high priority within South Carolina's secondary education sector. We are also mindful of the many pressing priorities which command your attention; therefore, we have attempted to submit testimony in a concise, sequential package which is germane to your purpose here today.

To set my remarks in proper perspective, allow me to present briefly my program area of responsibility at the State level. In my role as Deputy Superintendent for

Instruction, I have direct responsibility for (1) Vocational Education Programs, (2) Programs for the Handicapped, (3) General Education—Elementary—Secondary, (4) Adult Education, (5) Instructional Television Programs, (6) Federal Programs—Title I, II, III, ESEA, EPDA, NDEA—III, (7) Teacher Education and Certification Programs.

Note that references herein to "the basic act and amendments" connote the 1963 Federal Vocational Education Act (Public Law 90-576) and its 1968 amendments.

FIVE-YEAR PLAN FOR OCCUPATIONAL EDUCATION, SOUTH CAROLINA DEPARTMENT OF EDUCATION

The State Department of Education, functioning through its Office of Vocational Education, has a challenging commitment to vocational education. In South Carolina, vocational education is an essential entity in a secondary education system that is sensitive to the continuing need for total career education for the individual.

The scope of the department's commitment is so broad that it is extremely difficult to confine it to precise definition. However, an attempt at such a definition is the following department goal:

"To utilize all its specialized personnel and resources to plan and implement educational programs and objectives designed to prepare each vocational student in South Carolina for constructive participation in society, immediate employment and/or further education and continued self development."

Toward this end, the South Carolina Board of Education in 1971 adopted a comprehensive five-year plan to place in central focus the priorities and goals of our state's basic secondary education system. In so doing, the board took a studied look at impending needs of vocational education to develop not only a structured plan for growth—but one which is predicated upon measurable objectives.

Specifically, vocational education programs now serve 105,794 secondary students in 202 high schools and 42 modern vocational centers. The major goal we have placed before us, incorporated in our Five-year plan, is to make vocational education available to 100 percent of all secondary students who choose it by 1977–78. To achieve this, we currently estimate that vocational education programs must reach 130,000 high school students by the target year.

Obviously, we would be ill advised to pursue programs for the sole purpose of expanded enrollments. Solid programs—those which afford a future instead of merely a job—are our goals, and it will be our track record in this department that will reflect our ultimate success.

It is for this reason that our State Board of Education has set the following priorities for the expenditure of vocational education funds in South Carolina:

(1) First priority is for vocational training in Grades 11 and 12—with three-hour instructional blocks, and in grades 10, 11 and 12 with two-hour instructional blocks. Included are Vocational Agriculture and Home Economics, which may be taught in Grades 9–12.

(2) Second priority is for prevocational training Grades 9 and 10 which leads toward a specific vocational career.

The development of a carefully structured plan and specific funding priorities for vocational education in South Carolina has given solid dimension to what we believe is a viable vocational education system. More significantly, though, it exemplifies a welling sentiment from the grass roots level that the vocational skill development program is as important as any other part of the total school program. This resolve has its origins in the increased support given vocational education over the past five years through broadened federal and state support. I will further address this federal/state impetus in the remainder of this testimony.

ENROLLMENT OPPORTUNITIES AND GROWTH

Research by the South Carolina Department of Education has revealed that ours is a state in which only some 35 percent of all high school graduates are known to enter college. It should be noted that this percentage is drawn from recent data, and that this index has steadily increased over the past five years as a direct result of a structured and progressive effort to upgrade secondary education in South Carolina.

However, this index bespeaks the compelling need for comprehensive vocational enrollment opportunities—a need which has been prevalent throughout the history of secondary education in our nation. It is clearly obvious that, from the passage of the federal Smith-Hughes Act in 1917 until the mid-sixties, viable skill training programs on the secondary level were virtually nonexistent outside of vocational agriculture and home economics programs.

It is equally obvious, and we readily acknowledge, that the past decade has ushered in the greatest era of growth in the 57-year history of vocational education in South Carolina—owing primarily to the impact of the 1963 Federal Vocational Education Act and its 1968 amendments.

Tangible evidence of this growth is reflected in the construction of 42 modern vocational centers during this period, making skill training in a well equipped laboratory environment available to most high school students in their respective communities. This network is among the finest skill training systems at the secondary level in this nation, and it literally would not be a reality today in the absence of the basic act and amendments.

A corresponding expansion of vocational enrollment opportunities has ensued during the same period as comprehensive high schools have evolved—offering similar skill training on campuses which previously afforded little salable skill training to students, many of whom were thrust directly into the job market upon graduation or termination of enrollment.

Where only a few skill training programs were available in scattered locations prior to the midsixties, high school students can now choose from among some 60 voc-ed offerings in seven broad educational service areas. Further, and equally significant, what has evolved is a dynamic improvement in the quality as well as the number of programs.

Statistically, secondary voc-ed enrollment in South Carolina has boomed from 73,577 in 1968–69 to 105,794 in 1973—an increase of 30 percent. It is especially noteworthy that this increase came during the same period in which total state secondary enrollment declined from 265,247 to 235,139.

Further comparison reveals that voc-ed enrollment, as a percentage of total state secondary enrollment, jumped from 27.7 percent in 1968–69 to 44.9 percent in 1973–74. This growth is charted below:

Year	State secondary enrollment	State voc-ed enrollment (secondary)	Voc-ed enrollment as percent (secondary)
1968-69	265, 247	73, 577	27. 7
1969-70	263, 785	79, 097	30. 0
1970-71	245, 791	79, 411	32. 3
1971-72	238, 298	93, 870	39. 4
1972-73	237, 675	103, 493	43. 5
1973-74	235, 139	105, 794	44. 9

In summary, impetus provided by the federal act, with amendments, and the state and local commitment have been prime factors in dramatically increasing enrollment opportunities for South Carolina high school students. Though considerable growth potential and need exist in voc-ed enrollments, South Carolina now has the mechanism and growing desire to provide high school students viable vocational courses, giving graduates a heretofore unavailable choice for advancement to gainful employment or higher education.

ENROLLMENT GROWTH BY PROGRAM AREAS

Trade and Industrial Education

Perhaps no vocational training has received greater emphasis in recent years than has trade and industrial education in our state. Local citizens have become aware that South Carolina is emerging as an industrialized state. This ground swell has been largely responsible for the development of our dynamic network of vocational centers—where T & I offerings abound.

Secondary (and adult) students are being served in increasing numbers throughout the state in the comprehensive high schools and the vocational centers. Enrollment for 1973 neared 20,000, and projected enrollment for 1979 is 24,000. Approximately 17 percent of the total secondary occupational enrollment is in the T & I service area.

Placement of students is very high. T & I programs are developed to train students for jobs that are available in the present job market.

The June, 1973 Follow-Up Report indicates that 62 percent of all T & I graduates available for placement were placed in their field or a related field, with 35 percent finding other employment—for a total of 97 percent placement. Thus, the graduates of Trade and Industrial programs show that many job opportunities are available for persons possessing competent skills. Those needed skills are being provided in increased numbers and quality in South Carolina as a result of federal, state and local resources.

Clearly, viable and diversified T & I programs for secondary students will be a continuing need for South Carolina in the years ahead. It is fortunate that the necessary federal, state and local support has been forthcoming to develop the current T & I program at the secondary level.

Home Economics Education

Home Economics Education has experienced many program changes in recent years—changes which have produced increased program quality and stability.

As this committee is aware, recent federal legislation has defined and funded the separate facets of Home Economics Education: consumer and homemaking; and occupational (gainful). As a direct result, increased numbers of students have been served in both programs. Enrollment increased by over 30 percent during the past five years—from 28,916 to 36,434 in consumer and homemaking; occupational program enrollment now totals 1,444—up from 911 in 1968.

The expanded enrollment has broadened outreach to male and female students who have varied educational and occupational goals, interests and needs. As a result of Part F of the legislation, a much stronger program in consumer and homemaking education has been initiated in the past five years to: help insure stability for employment; upgrade the quality of family life; and prepare persons for the dual role of homemaker and wage earner.

The growing occupational program is designed to equip persons for employment in both current and emerging home economics related occupations, such as child care, clothing, foods, home and institutional management, and housing and home furnishing services.

The continued need for financing consumer and homemaking programs is probably greater in 1974 than ever before in the history of our nation. The quality of life which can be available to the citizens of the United States and South Carolina, as the complexity and demands of society increase, is directly related to the training which can be provided to develop consumer and homemaking skills.

Agricultural Education

Agricultural education has recently transitioned from a purely farm emphasis in our state to an agri-business orientation. Students may choose from a variety of courses (from basic agriculture to ornamental horticulture to ag mechanics), and are able to pursue the course of study through two or three-hour block periods of instruction.

Enrollment in Agricultural Education reflects a decrease in recent years—from 5,136 students in 1968 to 4,710 in 1974. This is not uncommon in light of the gradual shift of the National economy from a farm to an industrial base. However, the quality and diversity of instruction within agricultural courses have increased greatly, thereby enhancing enrollment opportunities.

Office Occupations Education

Enrollments in office occupations programs have enjoyed tremendous growth over the past five years. Until 1970–71, the total program was basically unstructured. Many students enrolled in various clerical-related courses with no particular office occupations career objective. In 1970–71, the curriculum was structured so students could pursue one or more of the following occupational clusters: (1) stenographic; (2) clerical; (3) accounting; (4) data processing; (5) keypunch; and (6) senior intensified (one-year general office occupations course). A series of prescribed courses is planned within each cluster, and graduates have marketable skills upon completing the cluster.

Enrollment patterns will attest that office occupations programs have met a significant employment need in South Carolina. In 1968, only 7,722 students in 80 high schools were offered office occupations courses; by 1973, 158 high schools and 27 area vocational centers were offering 375 programs to 12,500 students. This reflects an enrollment growth of over 40 percent.

Placement reports reveal that, in 1972–73, approximately 3,100 students graduated with a salable skill in the office occupations field. Fifty percent of these graduates were placed and 25 percent went on to pursue higher education. Most private or public agencies or businesses in South Carolina will readily verify the continued need for high school training in office occupations courses.

Distributive Education

Distributive education has shifted during the five year period from a general centers in 1968 to 18 centers in 1973. This program is also available in 77 comprehensive high schools.

Distributive education has shifted during the five year period from a general marketing and distributing approach to one of specialization. In 1968, approximately two thirds of all students were participating in cooperative (work-study) programs. In 1973, 90 percent of all DE students participated in the dual learning environments of school and work experience.

The increase in DE enrollment is evidence of the popularity and need for this skill training in South Carolina. The 1968 enrollment of 2,625 has nearly doubled—with 1973 enrollment at 4,857. The major portion of these students is divided between first-year (Introductory DE) and second-year Advanced DE, though there are some courses of Fashion Merchandising.

Enrollment in the youth organization, Distributive Education Clubs of America (DECA) has also doubled—from 1,336 in 1968 to 2,658 this year. The trend during the past five years has been one of greater youth involvement and motivation through youth activities. The DE program enjoys much of its expanded program visibility due to DECA activities.

Finally, the state's economic indicators seem to point to an increased need for trained employees in marketing and distribution in the five years ahead. South Carolina educational leaders hope to be able to meet those identified needs as additional manpower and financial resources become available.

Health Occupations Education

Health occupations programs are presently offered in 25 of the 46 counties in South Carolina. Enrollment opportunities have broadened over the last five years, for both secondary and post secondary students. Courses now include: Practical Nurse; Respiratory Therapy Technician; Dental Assistant; Health Assistant; and Operating Room Technician.

Job placement has remained high over the same period—A tangible indicator of the need for graduates of health programs in our state. Placement of students averages about 85–90 percent, with many students advancing to higher education in technical education centers or colleges.

Although enrollment in the health occupations program has declined at the secondary level in the past five years, increases have been reflected at the adult (post secondary) level (i.e. for an overall net increase). Total enrollment is up from 1,392 in 1968 to 1,671 today.

Future projections are for a continued broadening of our programs, and for increased coordination with Technical Education to meet the health needs of South Carolina.

Special Programs: Disadvantaged and Handicapped

Specially structured vocational programs have been provided for increasing numbers of disadvantaged and handicapped students in South Carolina over the past five years.

Though these programs have been provided where possible in the public schools, they have also been extended to many special needs students in mental and penal institutions, as well as other state supported facilities. This also includes special programs for students whose disadvantaged/handicapped condition prevented their progression in a regular vocational program.

Enrollment in these programs has grown from 4,423 disadvantaged/handicapped students in 1970 to 10,312 students in 1973. These programs obviously pose greater challenges than many regular programs, for both instructors and students. However, the progress achieved by many of these students is evinced by a marked improvement in their attitudes toward work, attendance, performance, social behavior and overall appearance.

It should also be noted that provision has been made within regular vocational programs for numerous other disadvantaged and handicapped students with less severe impairments.

Thus, funding of programs for students with special needs has served a threefold purpose in our state: (1) to introduce students to occupational areas through prevocational education: (2) to teach an occupational skill for job entry; (3) to prepare students to enter regular programs. Unquestionably these programs have prospered due to heavy federal funding—the same funding upon which their future growth is predicated.

Cooperative Programs

The cooperative program structure has afforded students invaluable opportunities for part-time experiences that enhance vocational instruction. Enrollment has continued to increase steadily over the years, with students able to meet some financial obligations while furthering their education. This program has not only placed students in a realistic relationship to the careers they are training for, but strengthened the bond between vocational instructors/administrators and the local business/industrial community.

Current (1973-74) enrollment in cooperative (work-study) programs is 5,228 students.

Adult Education

Federal legislation has provided many secondary students with training opportunities which would not have otherwise been possible, but post-secondary (adult) students have also greatly benefited from it.

Post-secondary education is administered primarily by technical education in our state, an agency separate from the State Department of Education.

Adult education has traditionally been given a high priority in South Carolina's educational community. In the late sixties, approximately 50,000 adults were enrolled in vocational training. As area vocational centers have opened and secondary enrollment has increased, adult enrollment (a lower priority due to limited funds) has declined to approximately 15,000. Nevertheless, the need for adult vocational programs is still very great and, as increased resources become available, a steady increase in adult education should be realized.

PROGRAM QUALITY IMPROVEMENT

Vocational education in South Carolina has made such noted progress in increased enrollments the past few years that the increased quality of programs might tend to be overlooked. However, substantial evidence exists that instructional program quality has increased simultaneously with enrollments.

Administrative Responsibility

The most significant development to impact within programs has been the shift of program decision making in vocational education from state leaders to local school educators. Traditionally, the initiation of new concepts and financial support for vocational programs generally originated in state offices, with responsibility for the implementation usually resting with state personnel and the local teacher. Since the 1968 amendments, responsibility for decision making and administration of vocational programs has shifted to local school administrators. A direct result is the integration of vocational courses into the total context of the high school educational experience, since local administrators are now directly responsible for assisting the potential job markets, and providing appropriate vocational programs.

Local administrators, in choosing the course to be offered their students, must constantly be sensitive to employment opportunities and needs of their respective community for skill training at the secondary level. In seeking this information, relationships are fostered with business/industrial leaders which keep programs relevant to local manpower needs. Numerous opportunities are also presented for school administrators to defend, support, and create concepts for vocational programs.

It should be stressed that the willingness of local administrators to accept responsibility for voc-ed administration, as well as their success in the role, would not have emerged without the leadership and support generated by the basic act and amendments. It is not difficult, therefore, to perceive that continued federal support will be essential to sustain the progressive momentum which voc-ed has enjoyed in South Carolina.

Technical Assistance

A second development which has been significant in improving the quality of vocational programs is the increased technical assistance to teachers throughout the state. This assistance has taken the form of both human and non-human resources.

Since the Clemson Voctional Media Center was established, unprecedented resources have been available to vocational educators. The Media Center staff has worked cooperatively with the state vocational staff since 1970 to produce fourteen relevant, modernized curriculum guides in skill training for trade and industrial education; six in vocational agriculture; two in health occupations; eleven in home economics education; seventeen in pre-vocational education; and a very comprehensive guide in office occupations.

These guides are used in classrooms throughout the state as the basic teaching material and direction for vocational programs. After their development, in-service sessions on the guides were held throughout the state as another form of technical assistance to local teachers.

Further, each vocational service area usually conducts a minimum of three group in-service meetings for teachers each year to bring them up-to-date on the latest concepts and teaching resources in their area. Also, local school districts provide increased emphasis on teacher in-service training, and assist vocational teachers in planning skill training programs relevant to local needs.

State Department of Education district consultants also individually provide consultive services to school districts and/or vocational teachers as requested. Concerns or needs in vocational education can be responded to immediately, since there are four district vocational offices strategically located throughout the state. This special attention has been reflected in improved program quality.

Consultants in the district vocational offices give new teachers and those re-entering teaching priority for in-service—another means of providing help in areas of greatest need to improve vocational programs. Finally, evaluations of programs are also conducted by consultants, and these assessments serve as a basis for program improvement for both the school administrator and classroom teacher.

EPDA (Educational Profesional Development Act) workshops have met a critical need in recent years in South Carolina. With EPDA funds (provided by federal legislation) workshops have been held for large numbers of teachers who would have otherwise been denied this learning experience. Workshop participants have included largely new teachers who have been reassigned into other subject matter areas. Program improvement is decidedly related to the availability of EPDA funds.

Other teaching aids have also effectively supplemented the resources of curriculum guides, in-service training, and consultant visits. Transparencies, slides, filmstrips, cassettes and other tapes, wall charts and student materials are a few examples of supplementary teaching aids which have been developed as an "instructional packet" approach to complement curriculum guides.

The existence and continued use of all these teaching-learning resources attest that students are receiving improved and improving instruction and training in vocational education programs across South Carolina. Most of these teaching aids have been developed in the last five years and would not have been possible without sufficient federal and state funds.

Advisory Councils

Another formidable force in the development of vocational programs in our state are the advisory councils which serve programs.

Each area vocational center is served by an advisory council, and local programs and administrations benefit greatly from the advice of these bodies. The advisory council is usually comprised of local business/industrial leaders, government officials, private group leaders, and educators. The council is useful not only to identify and interpret local needs for vocational training, but as a community link for employment of graduates and as a positive public relations influence for the center.

In some school districts, each vocational course is served by a separate advisory council to advise on course content and assist in placement of graduates.

The formation in 1969 of the 12-member (now 16-member) South Carolina Advisory Council on Vocational and Technical Education gave new dimensions to the advisory effort in our state. This body has fostered new insights and directions for vocational education through its evaluation of state and local voc-ed administration; promotion of meaningful articulation between voc-ed and TEC programs, and guidance to the State Board of Education on needs throughout the spectrum of voc-ed programs.

Advisory councils have emerged strongly in the last five years to affect improvements in vocational training that would not have been made in any other way.

General State Structure

A factor which ranks among the most important influences upon vocational program improvement in recent years is the state plan for vocational training, development under the commitment and leadership of Dr. Cyril B. Busbee, State Superintendent of Education, and approved by the State Board of Education. This structured, but flexible, overall plan exists to make skill training purposeful according to student maturational levels.

For school systems in South Carolina, the plan recommends general home economics for a semester at the seventh and eighth grade levels, as well as industrial arts. Prevocational training is also recommended in grades nine and ten for students planning to pursue skill training. Further, pre-vocational course availability is required by the State Board of Education. Home economics and agriculture are also recommended in the ninth and tenth grades.

Skill training in all vocational areas is generally available throughout South Carolina in grades eleven and twelve (in either a comprehensive high school or an area vocational center). Students are involved in the training for either a two or three-hour block of instruction daily and some students pursue work experiences in the afternoon to supplement morning instruction.

No mention of the state structure of voc-ed in South Carolina would be complete without acknowledgement of the leadership and imputus which are given to our programs by the Governor and the State Legislature. The governor, as chief state executive and a member of the State Budget and Control Board, has set voc-ed in its deserved perspective among educational priorities for South Carolina. Members of the legislature, close to and cognizant of voc-ed accomplishments and needs at the local level, have also sustained this perspective through continued support of programs. Their support has often meant the difference between an inadequate and a complete voc-ed program.

Any incisive assessment of vocational education programs in South Carolina will reveal that significant, unprecedented growth and improvment have occurred since the 1968 federal amendments, coupled with state funds and commitment. Similar future growth is desired, and can be expected, with continued support.

CAREER EDUCATION

Career Education is defined by the National Institute of Education, Washington, D.C., as "the development of knowledge and of special and general abilities to help individuals and groups interact with the economic sector. Learning in this context would occur in both formal and informal situations which motivate the learner by causing him to experience work directly."

Adhering to this philosophy, the South Carolina Department of Education's Career Education Section further defines this human approach to education with the premise:

> Career Education is a sequential, developmental process of specialized experiences for all people (kindergarten through adulthood). This process will incorporate currently established curricula into "real life" situations, thereby providing the individual with affective knowledge of attitude and value formation, as well as cognitive skills. It will provide a personal approach in education, geared toward preparing the individual to rationally choose his place in the working society.

In a concentrated effort to meaningfully promulgate the tenets of Career Education, the State Department of Education staff has chosen to employ the term "Career Development" instead of "Career Education." Career Education tends to be interpreted as education about careers. On the other hand, Career Development is usually interpreted as a continuous building process which is concerned with the total growth (or education) of the student (i.e., social, physical, spiritual, aesthetic, mental, emotional).

The State Department of Education's Career Education Section is organized as a coordinating resource agency. The Career Education consultant directly monitors the activities of two research and development projects. In addition, she coordinates their activities with the two other federal projects (which report directly to Washington, D.C., rather than via the State Department of Education).

As a part of the department staff's efforts to disseminate its resource information, a programmed package of orientation materials for in-service use has been prepared, directed toward the teacher/administrator audience. The package includes a section of programmed teaching materials, a video-tape presentation showing classroom implementation, and a supplemental section dealing with suggestions for classroom activities.

This package illustrates the seven basic elements involved in conveying the objectives of career education: self-knowledge; attitudes and appreciations; social awareness; decision-making; economic awareness; educational awareness; and career awareness. It will serve as a major vehicle for communicating Career Education to the state's local school districts.

In addition, the department's staff is participating in a National Instructional Television consortium. (Thirty-two different agencies are being represented, drawing upon television and career education personnel.) Fifteen 15-minute instructional films which delve into both affective and cognitive domains of Career Education will be produced by June, 1974.

South Carolina's first overt local effort in an experimental Career Education project began July 1, 1970, when the Region V Educational Services Center received a grant from the United States Office of Education. Portions of Chesterfield, Kershaw, and Fairfield Counties participated in this three-year exemplary project. Although the Federal funds have terminated, this project site is dedicated to the continuation of those successful aspects of the process and is supporting them with local funds.

Meanwhile, in January, 1972 monies were made available for every State to implement one research and development project in Career Education. The site selected in South Carolina was Lexington School District Three in Batesburg. Simultaneously, the State Department of Education hired its first Career Education consultant.

The Lexington School District Three project places heavy emphasis on long-range units structured on; self-knowledge; decisionmaking skills; awareness of the social and personal importance of work; awareness of the economic importance of work; and awareness of careers and occupational skills. Use of the community in the project has been undertaken for all grades—and for various school convocations.

Since 1972, another research project (Spartanburg County School District Five, Duncan, South Carolina) as well as a new exemplary project (Richland County School District Two, Columbia, South Carolina) have been federally funded. In addition, the Federal Model School Project operating in Greer, South Carolina, has recently initiated a Career Education program.

The process in Spartanburg School District Five is an attempt to infuse career education objectives into the existing curriculum. The objectives have been incorporated into four elements: self-knowledge, career awareness, free enterprise, decisionmaking.

The three-year Richland County School District two project has been structured as follows: In the first year, all students through the ninth grade are involved in career education through efforts that refocus the existing curriculum. Simultaneously, a high school task force will develop and pilot various approaches which will be in full use by all high school teachers by the second year of the project.

The relatively new project operating in Greer is an attempt to approach career education through the use of long unit formats focusing on career clusters. Career guidance classes are being organized at the high school level. The major emphasis of the program to date has been involvement with planning implementation strategies. Therefore, feedback on implementation procedures at the time of this writing is minimal.

VOCATIONAL CONSTRUCTION IN SOUTH CAROLINA

To lift up our brick and mortar growth, per se, in vocational education as the prime indicator of the progress we have achieved would be both misleading and inaccurate. However, the broadened scope, direction and relevance instilled within our overall voc-ed programs through our modern center network are indeed the hinge of our dynamic growth over the past decade.

With the passage of the basic act (of 1963) and its 1968 amendments, South Carolina seized the opportunity to begin erecting what we advance today as one of the finest vocational center networks in the nation serving secondary students. That network now includes 42 area vocational centers, and current plans call for continued expansion of this network as we grow toward our major goal of providing voc-ed to 100 percent of the secondary students who choose it by 1977–78.

What this distinguished committee should know is that the federal funding provided by the act and its 1968 amendments was the spark which ignited this growth. In proper perspective, this funding alone was not a "total solution" to local needs for such modern centers. Rather, it served as an incentive to our state legislature and local school districts to muster local funding and commitment toward such construction.

Obviously, these centers have provided the essential classroom/laboratory facilities imperative for in-depth occupational instruction—facilities seldom provided within the traditional academic school structure. Too, instruction within these centers affords students training in three-hour blocks daily, as opposed to one-two hours for voc-ed offerings in (academic) high schools.

However, perhaps the most profound impact of these centers is the spirit of commitment to voc-ed which they have evoked. Students now increasingly find occupational education affords a challenge and has a purpose—a meaningful relevance to their future growth.

Most significantly, local school administrators have become participants in this new commitment, and have given deserved priority to voc-ed program growth—both in centers and in high school facilities. The 1968 amendments spurred this valuable commitment by affording increased option to local administrators for expenditures of federal voc-ed monies.

The attached map charts our current and projected status in development of this center network.

Centers currently in operation (● coded) were erected from 1963–1973 at a total cost of approximately $28.2 million. This includes three centers built through local effort: Lynhaven Career Center in Columbia, cost—$1.5 million, and these centers built through renovation of existing facilities—Crescent Cities in Salley and Cope (in Cope), with total cost for both about $100,000.

The remaining 39 centers were constructed at a total cost of $26,658,257. Source of this outlay was: basic act—$8,834,526; state funds—$3,660,000; local funds—$7,793,822; Appalachian monies—$5,819,909; and Coastal Plains—$550,000.

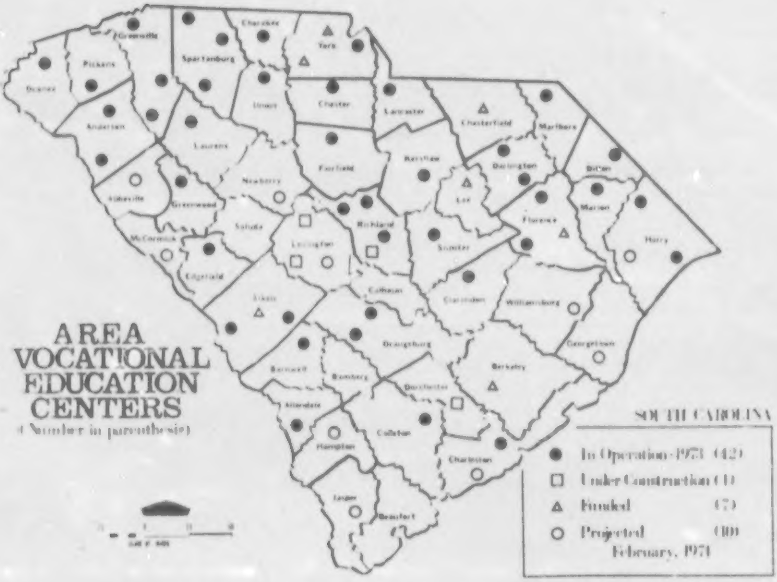
Note that the first 15 of these centers were erected from 1963–1968 for a total outlay of $8,731,053, of which $3,600,526 was basic act funding.

The remaining 24 centers, together with expansion of four centers, have been completed since 1968 at an outlay of $17,921,204. Source of this funding was: basic act—$5,324,000; state—$3,410,000; local—$4,366,995; Appalachian—$4,366,209; and Coastal Plains—$550,000.

In eyeing future construction, note that the South Carolina legislature has taken the initiative to provide state funds to complete needed facilities as the flow of federal funds has waned. Specifically, our Legislature last year placed $8.9 million in a bond reserve to help finance those planned facilities—which include both centers and voc-ed wings (onto existing high schools).

Those four centers/wings now under construction (coded ☐) are set to open for 1974–75; the seven facilities funded (coded △) should open for 1975–76; no firm completion date is known for the remaining ten facilities.

Finally, we estimate that completion of the remaining 21 centers/wings in this network will boost our enrollment by at least 3,000 students.


AREA VOCATIONAL EDUCATION CENTERS
(Number in parenthesis)
SOUTH CAROLINA
● In Operation-1973 (42)
☐ Under Construction (4)
△ Funded (7)
○ Projected (10)
February, 1971
Oconee
Pickens
Greenville
Spartanburg
Cherokee
York
Union
Chester
Lancaster
Chesterfield
Marlboro
Anderson
Laurens
Fairfield
Kershaw
Darlington
Dillon
Abbeville
Greenwood
Newberry
Lee
Marion
Florence
Horry
McCormick
Saluda
Richland
Lexington
Sumter
Edgefield
Aiken
Calhoun
Clarendon
Williamsburg
Orangeburg
Georgetown
Barnwell
Bamberg
Berkeley
Dorchester
Allendale
Hampton
Colleton
Charleston
Jasper
Beaufort

FUTURE DIRECTIONS AND NEEDS OF VOCATIONAL EDUCATION

Thus far in this report, we have attempted to highlight some major goals and priorities which we have set before us. If you will indulge us briefly, we would now like to lift up a few needs which we hope this committee, and ultimately the Congress, will address in the near future.

Firstly, we strongly feel that the concept of "Forward Funding" for vocational education should be implemented without delay by the Congress. The most obvious and sweeping benefit to be enjoyed under the concept is that local school administrators would be allowed vitally needed lead time—if federal funds were properly forecast—to contract with teachers and plan programs to meet anticipated student needs.

As mechanized and structured as we choose to believe our overall program has become, we are continually confronted with the problem of insufficient lead time to properly implement programs—a problem which will likely escape solution in the future until forward funding is effected.

Secondly, an equally pressing need appears to present itself for Congress to enact a non-expiring carryover provision similar to the Tydings Amendment. The logic here is to insure more efficiently voc-ed program financing and administration. However, a residual benefit would be the added stability which such a measure could lend to the overall program effort on a year-to-year basis.

Even as we advance these two needs, we are aware that this committee has probably been made cognizant of them previously. Nevertheless, they merit reemphasis because of their crucial relevance to our overall program.

Next, we would advise you that we perceive a compelling need for the education committees in the Congress to maintain jurisdiction over all legislation in the field of vocational education. The argument has been advanced from some quarters that the labor sector, and hence the Congressional labor committees, should order priorities for voc-ed funding and administration. While we cannot quarrel with the idea that labor has a sizeable interest in the product which vocational education produces, we would submit that the vocational education of high school students has been and should remain a function of the educational community. Further, we feel our rapport and teamwork with the labor sector in South Carolina attest to this premise.

Carrying this issue to its next level—that of what happens to voc-ed funding once it is channeled to the states—we cannot overemphasize that state departments of education should be afforded management control over funds expended for vocational education at the secondary level, and that any provision for non-categorical funding of such programs should be above and beyond the present categorical levels.

Finally, as the scope of voc-ed programs increases, a commensurate boost in funding for ancillary services ensue. Thus, rather than the present funding of these ancillary needs as separate line items within the appropriations bill, a percentage allocation based upon overall program outreach appears to be warranted.

In conclusion, gentlemen, I would reiterate our genuine gratitude for this opportunity to appear before you. It is a feeling of gratitude which we sincerely extend out of the knowledge that each of you shares our abiding commitment to the future of vocational education. I trust you will advise whenever we may further assist in this distinguished committee in any way.

South Carolina State Board for Technical and Comprehensive Education

As an extension of the advantages to the students of vocational education in South Carolina, the State Board for Technical and Comprehensive Education (TEC) is responsible for the operation and funding of all post-secondary technical education and training programs in the state. The State Board was created by S. C. Act 1268 "as a continuing body and agency and instrumentality of the state." The State Superintendent of Education serves as an ex-officio member of the State Board for Technical and Comprehensive Education (TEC) and has full voting privileges. The State Board for TEC has within its jurisdiction, in accordance with the provisions of Act 1268, "all two-year, state supported, post-secondary institutions and their programs that are presently operating and any created in the future."

The South Carolina TEC System is the state's largest post-secondary educational system. Sixteen technical education institutions are located strategically throughout the state so that all South Carolinians are within easy commuting distance of a TEC facility.

In 1961, a state-wide challenge plan was adopted whereby the local communities which qualified for a TEC institution would provide for land, the construction and maintenance of adequate buildings, and a portion of the operating costs. The State Board would provide funds for the instructional programs and equipment within the institutions.

Funding is allocated from four primary sources: federal grants and educational projects; state appropriations; county tax revenues and student generated-revenues.

State funds used are General Appropriation funds and additional funds derived from the Vocational Education Amendment of 1968 are received from the Department of Vocational Education. County funds provide for maintenance and repair of TEC facilities. Federal funds from equipment grants are matched by state equipment funds, facility construction grants are matched by county funds, and operational grants are provided under restricted regional pilot programs.

The TEC System employs approximately 1,500 people in its operations with over 2,000 South Carolinians serving as non-paid members of Area Commissions, Curriculum Advisory Committees and Industrial Advisory Committees.

Program offerings by the individual institutions maintain relevancy to the needs of the state's business and industry through constant supervision by Curriculum Advisory Committees. Each program in each institution is reviewed periodically by a Departmental Advisory Committee composed of local leaders who are specialists in each given technical education field.

It is the major responsibility of TEC's Industrial Services Division to operate Special Schools for new and expanding industries. This is accomplished by training provided the people of the state for upgrading their technical and industrial skills in order to provide existing and new industry with trained, competent, initial manpower. TEC's Special Schools reduce and, in some instances, prevent start-up losses for industries.

Since its beginning in 1961, more than 48,000 persons have been trained by TEC's Special Schools and are now holding skill level jobs in the industrial community. Many of those trained were already employed and took advantage of special training courses to help improve their opportunities for promotion and to upgrade their skills which is essential to continually changing industrial operations.

Special Schools, Manpower Development Training and the Concentrated Employment Program conduct much of their training within the TEC institutions. The institutions provide post-secondary education for technicians and craftsmen for initial employment in industry; adult education courses; remedial courses; upgrading programs that either up-date skills or qualify individuals for better employment; community service courses; and basic skills and literacy tests for those persons who do not meet minimum job entry requirements.

In addition to large numbers of short courses designed primarily for upgrading of skills, the TEC System offers 115 one and two-year certificate, diplomas and degree programs. Increases in enrollments have averaged above 15% annually.

To date, more than 600,000 persons have availed themselves of training in the TEC System. In fiscal year 1972–73, TEC enrolled a total of 108,719 students. This is in contrast with a total of only 3,312 students in 1962–63.

The State TEC System and the State Department of Education have been cooperatively working toward the advancement of vocational-technical education for the people of the State of South Carolina. We are especially pleased with ongoing successful articulation arrangements for students who have completed high school vocational educational programs and move into post-secondary technical training within the TEC System.

The State Board for Technical and Comprehensive Education, and all of its member institutions are vitally interested in occupational, vocational and career education in South Carolina. We very much appreciate the opportunity provided us to add comments and information about the TEC System to those of the State Department of Education.

We are also appreciative of the concern of the General Subcommittee on Education on behalf of vocational, technical education in this country. There are many vital issues to be addressed in the up-coming Vocational-Educational Legislation. We hope to be able to speak to those issues at a later, and perhaps more appropriate time.

Chairman PERKINS. The next witness is Dr. Gil Woolard, director, Kershaw County Area Vocational Education Center, Camden, S.C., and also president, South Carolina Vocational Directors Association.

Dr. Woolard?

STATEMENT OF DR. GIL WOOLARD, DIRECTOR, KERSHAW COUNTY VOCATIONAL CENTER, CAMDEN, S.C.

Dr. WOOLARD. I am glad to be here.

Chairman PERKINS. I appreciate your being here and I know what you did to help your own State in connection with title I. We were trying to achieve some degree of equality. We did not get that because absolute equality was unattainable but we did the best we could.

Dr. WOOLARD. Let me thank you and your committee for the tremendous contribution you have made to vocational education.

About 25 years ago I was principal of a small school when the Air Force called me to active duty. (My wife quite often says the Air Force rescued us.) After 12 years in business, someone mentioned to me a new type of school that was taking shape in South Carolina and across the Nation, a type school referred to as a vocational school. Finally, there was something being done for business and education, to provide relevance as to what was being taught.

As an educator turned businessman and back again, I can well appreciate the dilemma we are facing with graduates unable to find employment and employers looking for good capable workers. We quite often give credit to the 1963 act as serving as a catalyst to the concept of area vocational schools, but we are most indebted for the contribution you and this committee have made.

I would like to limit my brief remarks to the area vocational school concept. These centers have taken hold and there is approximately one type of vocational school being built every week. They take the shape of community colleges, technical institutions or vocational career centers. Some are secondary, some post-secondary, and some both. We can all be proud of the beautiful job these schools are doing and the potential they hold for the future. However, I would like to mention some of the threats and problems that face this concept of area vocational schools.

I see five potential threats to our area schools. One which has been discussed already is the threat of revenue sharing. I see the manpower legislation of the Department of Labor as a dual system raising the question of who is responsible for vocational education—the Department of Labor or the traditional agency, the public school system?

Third, I see confusion over the popular notions of "career" and "community" education and the consequent decrease of federal vocational skill-training dollars as they go into special nonskilled programs, such as programs for the disadvantaged, handicapped, industrial arts, et cetera. Certainly all these programs are very good and worthy; but we cannot be all things to all people, and I would like to see our emphasis placed once again back on that which we set out to do in job skill training.

I see another potential threat in the so-called grade levels assigned to some of our qualified vocational courses, when in fact the only difference in these courses is the titles used and the names of the institutions. I think technical courses can be taught on some secondary levels as well as post-secondary levels. At least we do it in South Carolina.

Finally, I see another threat within our own public education sector: the creation of still another dual system of manpower delivery. We are building beautiful vocational schools in areas already served by high schools or colleges with vocational facilities; and on the other hand, just the opposite is happening as well.

These are some of the threats to the area vocational schools and their operations. I am here to solicit the committee's help in attending to their needs and I would like to respectfully give you several possible solutions:

Insure categorical funding for vocational education as a national priority in education, if we can; No. 2, insure that we have coordination in the implementation of so-called manpower programs of the Department of Labor with our area vocational schools so we do not have an overlapping of services; three, a clarification in the act in regards to the roles of career and community education, but earmarking money for vocational job skill training in area schools and adult supplementary training, so we stay with the job we set out to do; I would like to, of course, see us increase and reserve a specific portion of our dollars allocated to the States for the support and expansion of our area vocational schools, specifically in some of these areas we have not had spelled out in the act. I would like to mention just a few: The area school directors need funds to continue their business-industrial liaison, local advisory councils, their related students services, and supplementary adult training.

So, in summary, Mr. Chairman, if I may again, I call on the committee for their help in securing and safeguarding this system of area schools we have built over the last 10 years, I think we secure our vocational education manpower delivery systems in this Nation, by not only reinforcing them, but also structurally strengthening them.

We would like to extend an invitation to the committee to visit the vocational centers in South Carolina. We have 17 post-secondary centers and at the present time 42 secondary centers. We are proud of them and we are very happy to have appeared here before you.

Thank you.

[The prepared statement of Dr. Woolard follows:]

PREPARED STATEMENT OF DR. GIL WOOLARD, DIRECTOR, KERSHAW COUNTY VOCATIONAL CENTER, CAMDEN, S.C.

INTRODUCTION

Mr. Chairman, it is a pleasure for me to have the privilege of appearing before such a distinguished committee, amidst such a distinguished group of educators. Although I am the President this year of the South Carolina Vocational Directors Association, an association whose members represent one of the most viable state systems of area vocational schools in the nation, my primary credential is that of a director of a local area vocational school. And, I am indeed humbled that in this great democracy of ours, a local vocational director can have the opportunity, before such a select body, to be heard.

First, let me extend the thanks and heartfelt gratitude of the South Carolina vocational educators, and those connected therewith, for the contributions you and your committee have made to the growth and effectiveness of vocational education in this nation.

Twenty-three years ago, I was principal of a little school, when the Air Force called me to active duty for the Korean War. My wife says that the Air Force "rescued" us, because our financial plight was rather grim. After the War, I was enjoying twelve years in a retail business career with my only thoughts of education being a fuzzy idea that someday I'd like to retire to teaching.

Then, someone told me about the new type of schools being built, known as "Area Vocational Schools." Finally, I figured, something was being done about a crying need of education and of the business-industrial communinty—a need for relevancy in what was being taught to the real need of the world of work. As an educator turned businessman and back again, I could well appreciate the dilemma we were facing: schools with capable graduates looking for work and employers needing qualified people to go to work!

We tend to credit the Vocational Act of 1963 and the Amendments of 1968 as the catalysts to the fantastic revolution in relevant education—including the area vocational school concept; yet, it is this committee to whom we owe so much, for bringing these acts into being.

It is on behalf of the area vocational school concept that I address my concerns and remarks today.

FIVE PROBLEMS THAT THREATEN THE AREA VOCATIONAL SCHOOL CONCEPT

Surely, area vocational schools across the country have grown at a tremendous pace. Once a week for the last few years, some type of area vocational school has been built—vocational-technical centers, technical institutes, community colleges, career centers, with some on the secondary level, some on the post-secondary, and some on both. We have put a great deal of resources into these beautiful schools, and most are doing a beautiful job. We can all be justly proud of their past achievements and their potentialities for the future.

But these very successes, potentialities, and careful investment of resources, now stand threatened on many fronts. For example:

1. Revenue sharing of educational funds, traditionally and categorically marked for national needs in vocational education, could create havoc with financial structures of area vocational schools and the National Manpower Delivery System.

2. Department of Labor legislation that creates dual systems of manpower delivery, and an eventual "siphoning off" effect for vocational education, raises a real question concerning who is responsible for vocational education—the Labor Department or the Public School System?

3. Confusion over the Career Education and Community Education concept with increased channeling of vocational dollars into non-job skill entry training, (such as disadvantaged, handicapped, exemplary programs in career education, pre-vocational, related arts, and industrial arts), making it more difficult for area vocational schools to find funds to emphasize the types of training needed by business and industry. We can not be all things to all people, and while these other programs are worthy and good, our primary concern must be job skill training.

4. Artificial grade levels assigned to so-called secondary vocational schools and post-secondary vocational schools, creates confusion on the part of students selecting or transferring schools when in fact the only distinction between vocational course levels at these schools is the title of the course or the name of the institution. Many courses, technical or otherwise, can be taught in secondary area vocational schools as well as post-secondary schools, when the criteria are the needs of the community and the maturity and aspiration level of students served.

5. Implementation of dual systems of delivery within the public education sector itself, i.e., area vocational schools being built near comprehensive high schools and technical colleges where good vocational facilities already exist, and comprehensive schools and colleges adding vocational departments in locations already served by area vocational schools.

FIVE SOLUTIONS TO THE PROBLEMS THREATENING AREA VOCATIONAL SCHOOLS

Therefore, it is respectfully requested that consideration be given to the area vocational schools in which we have invested so much of our resources and hopes for the future, to the needs of these institutions, and specifically, to:

1. Insuring categorical funding of vocational education as a national priority in education.

2. Requiring the coordination of manpower programs with local area vocational schools where there is a potential of duplication or overlapping of services to be rendered.

3. Clarifying the role of career education and community education in regards to the utilization of vocational funds, but emphasizing an increased, specific amount allocated to States for job skill entry programs and supplementary adult training, exclusive of the 15% for the post-secondary levels.

4. Excluding the use of artificial grade level assignments (e.g., secondary vs. post-secondary), of qualified vocational courses funded providing that such courses meet standards as may be described, as a means of facilitating articulation and transfer between institutions, vertically as well as horizontally.

5. Increasing and reserving a portion of the States' allocation of Federal dollars for area vocational school operation and expansion, requiring documentation that duplicating or overlapping services are not planned in public or contract facilities, and specific requirements that area vocational schools be provided funds for:

(1) Local advisory councils and committee functions.
(2) Business-industrial liaison.
(3) Job entry skill training programs.
(4) Supplementary skill training courses.
(5) Related and community interest courses.
(6) Student personnel services and related student activities.
(7) Student placement services, follow-up and related data research for program improvement and curriculum development.

In summary, I respectfully ask this committee to help in securing and safeguarding the system that has been built over the past ten years. By insuring that area vocational schools are not only reinforced but structurally strengthened, the future of vocational education will remain bright as a bulwark in our National Manpower Delivery System.

Mr. Chairman, I have covered the five most urgent problems that threatened area vocational schools, as I see them and I have given five possible solutions to these problems, as I see them. What I have said may not necessarily reflect the thinking of the South Carolina Department of Education or the School District of Kershaw County, but I am confident they represent the concerns of area vocational school administrators. Let me extend an invitation to you and your committee to visit the 17 post-secondary area vocational schools (TEC) and the 42 secondary and adult area vocational schools (AVC) in South Carolina. We think we have the finest system of area vocational schools in the Nation, and we are proud of it! Thank you.

Chairman PERKINS. Thank you for your suggestions. I know about your schools. I have talked to other representatives in Congress about them. In fact, we have discussed way back in 1963 as to how we could improve that when writing the act.

We will take into consideration your suggestions and I have no doubt that we will protect the area vocational schools in any legislation we will write. I can see where you have some fears and they are not completely unfounded by any means, but I feel the committee will do justice to this whole situation.

Thank you for your contribution.

Mr. Andrews?

Mr. ANDREWS. Thank you very much.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. I have nothing.

Chairman PERKINS. Mr. Radcliffe?

Mr. RADCLIFFE. Are any of your vocational schools also skill centers under the Manpower Act?

Dr. WOOLARD. We conduct some of the programs in our schools but not specifically skill centers as defined in the act.

Mr. RADCLIFFE. The new Comprehensive Training and Employment Act gives preference to the use of MDTA skill centers and, second, it contains all sorts of direction to make maximum use of existing facilities which I would insist, if I were you, that be followed in South Carolina.

Chairman PERKINS. Mr. Andrews?

Mr. ANDREWS. Miss Betty Knox, will you come around?

What are your two assignments to be?

STATEMENT OF MS. BETTY KNOX, COUNSELOR, GARNER HIGH SCHOOL AND PRESIDENT-ELECT, AMERICAN SCHOOL COUNSELOR ASSOCIATION

Ms. KNOX. I will be serving full time as president of the American School Counselor Association. The association will pay my salary for the year so that I might serve in that capacity. In my spare time I will serve as president of the North Carolina Personnel and Guidance Association. I have an office here in Raleigh and one on New Hampshire Avenue in Washington, D.C.

Mr. Andrews. Anything you would like to add to that? We are very proud of you and pleased to have you here as a witness.

Ms. Knox I really came here to observe and hopefully to learn, as I am always anxious to learn. However, I am appreciative of this opportunity to speak. I do not think there are many women who turn down opportunities to speak. I am appreciative for your allowing me to speak on an impromptu basis.

I would like to say we hear an indictment that all we do is counsel the collegebound. The Federal Government commissioned us to do just that in the late fifties, to identify the academically talented young people in this Nation and to help them be placed in science and math programs in high school in particular and see that they gain admission to institutions of higher learning so that we might get to the moon first.

So I would like to say, rather than this being an indictment, you are really saying we really did a good job in what you commissioned us to do. We are doing other things other than counseling the college bound. Much of our time is centered around personal problems young people have. We are governed by a privileged communications law just as attorneys and physicians are. Therefore, young people may come to us and speak to us about anything without the threat of the confidence being broken. This was a great accomplishment. I would like to say specifically to Congressman Lehman, you have not accomplished this in your State but I hope you will. Some of the testimony here today has been aimed at that which I wish to speak, the need for professional counselors trained to assist the whole person. One aspect is counseling for career purposes. The counselor's role in this aspect is the identification and evaluation of the needs, the desires and interests and abilities of our youth from kindergarten up and, thus, wiser placement in programs of study, educational settings, et cetera, will be made. This function must provide the adequate utilization of occupational or vocational programs established in our school environments. In other words, the programs that have been spoken of are absolutely fantastic in our schools but if we do not have the adequate identification of the interests and desires of these youngsters, how then are they going to best use these programs which you are being asked to fund? As many options as possible should be made available to our youth, as well as the academicians. We just heard a superintendent a few moments ago express this.

Our chief education officers in the 151 LEA's in North Carolina surveyed themselves and perceived people personnel services as being most important. We are very pleased about that and thus we gain support for more professional school counselors in addition to those we refer to as pupil professional services.

Our State legislature committed $5,007,000 to these servic s for the coming year. May I ask your indulgence by further requesting your support of the guidance portion to insure postsecondary education for all students who desire and need such opportunities.

Now, I offer myself as a resource person to you and look forward to working with you in any way necessary.

I thank you for your interest and concern for the youth of our great Nation and I would like to leave you with a thought for today. Gentle, loving care and understanding can change the rebellion of youth from a revolution into a revelation.

Thank you.

Chairman Perkins. Thank you.

Our next panel consists of students. All of you come around and we will hear the panel at one time.

First we will have a 5-minute break.

[Short recess.]

Chairman Perkins. The committee will come to order, a quorum being present.

Our first witness will be the young lady. Identify yourself and proceed.

STATEMENT OF MISS JEANNIE SUTTON, STATE PRESIDENT, FHA-HERO, FREEDOM HIGH SCHOOL, MORGANTON, N.C.

Miss Sutton. I am Jeannie Sutton, president, North Carolina Association of Future Home Makers of America, Freedom High School, Morganton, N.C.

First, I would like to recognize the guests that are with me and thank them for their support. They are Mrs. Tripp, my FHA State adviser supervisor; Miss Betsy Barbee, State vice president; and Mrs. Harriet Holton, Betsy's chapter adviser, has received the teacher of the year award for North Carolina.

Chairman Perkins. You have all done a good job. Are you a junior or a senior?

Miss Sutton. I am a junior.

I will tell you a little bit about Burke County. Burke County is the home of Senator Sam J. Ervin and others with strong interests in our Nation and its freedom. Burke County has several institutions: Western Carolina Center for the Severely to Moderately Retarded; North Carolina Correctional Center; a Cerebral Palsy Center; North Carolina School for the Deaf; and Broughton Hospital for Treatment of Neurosurgical Patients, Alcoholics, Drug Addicts, and the Mentally Ill.

I started school at Chesterfield Elementary School for the first eight grades. Many of the students that were in my eighth grade class, 85 percent, were interested only in fast cars and fast women. That may be a little premature for 13- and 14-year-old students, but they were on that road, you could see their interests were in that direction. Had they had some guidance in a more constructive area, I feel they would still be in high school. I wonder where does the concept end that a high school diploma should be based entirely on the subjects of chemistry, physics, calculus, algebra, et cetera. It is very true that most students do not realize the opportunities, the value and doors that can be open to them through occupational, vocational, and career education. I went to the 9th and 10th grades at Oak Hill High School. They had a fair academic program, the courses were good enough to get you into college provided your grades were good. We have a very good distributive program. I engaged in home economics as a sixth subject. My enrollment led to an organization called FHA, Future Homemakers of America. It has helped me to see myself as an individual, helped me to be aware of those why cry out for help. We have a new branch of FHA called HERO, Home Economics Related Occupations, which concentrates upon the same principles as those of FHA.

Now I am a rising senior at Freedom High, one of the most unique schools in North Carolina. It is a school with a wide choice of curriculum offerings. We have the open classroom concept. One-half of the building is vocational and the other half is for academic courses. You can refer to the description on page 10 to get an idea of Freedom High School. We stay away from concentrating on job opportunities. We steer in a large direction to family living in preparation for parenthood. I was privileged to be enrolled in a class exploring parenthood. We work with children trying to analyze why they work the way they do. I enjoyed it.

Consumer and homemaking education has five objectives in its program: Preparing youth and adults for homemaking roles; prepare for dual role of homemaker and wage earner; develop traits which contribute to employability; develop professional leadership such as found in FHA and HERO; and become better consumers.

I should like to see some changes in our system. There should be more emphasis on individualized instruction. So many students are left behind because the teacher has a class full of students and cannot spend time with the students on a one-to-one basis.

If I could make some changes in home economics, I would change the name. The guys shy away from "boys home economics" but flock to sign up for "bachelor living." Most girls feel homemaking is for an "old biddy," therefore they shy away from the course. If it were entitled something like "living on your own" or "basics for independent people," they would gladly sign up.

You can help us by assuring that we will have funds for better facilities as well as in-service programs for the teachers. We are hopeful you will support the continuance of homemaking goals for female and male students attempting to become better units. Without a family, where would the communities stand?

Thank you for allowing me to express my opinion.

Chairman PERKINS. How many students do you have in your homemaking class?

Miss SUTTON. Approximately 275 to 300 students.

Chairman PERKINS. That is one of the largest classes I know of in the country. You must have a wonderful instructor and a wonderful background. I do not know of anything more important myself. Were you reared on a farm?

Miss SUTTON. Well, we lived outside the city limits but I know what it is like to mess with the cows and mess with the horses. The schools have now been consolidated into one.

Chairman PERKINS. Junior and senior high school?

Miss SUTTON. That is right.

Chairman PERKINS. Thank you very much. It is a wonderful statement.

Do you wish to ask any questions, Mr. Andrews?

Mr. ANDREWS. No.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. No.

Chairman PERKINS. Mr. Radcliffe?

Mr. RADCLIFFE. No.

Chairman PERKINS. Thank you very much.

[The prepared statement of Miss Sutton follows:]

PREPARED STATEMENT OF MISS JEANNIE SUTTON, STATE PRESIDENT FHA-HERO, FREEDOM HIGH SCHOOL, MORGANTON, N.C.

"LIVING WITH CHANGE"

I have always lived in beautiful Burke County known as "The Gateway to the Blue Ridge." My home has always been in the white house on the hill, after crossing the Catawba River bridge just outside the city limits of Morganton on Highway 18. In that friendly house live my parents, Mr. and Mrs. J. Norman Sutton. My father is a construction worker for Crowder Construction Company; my mother works for Skyland Textiles. I have one brother, John, a process engineer for Great Lakes Carbon Plant; a sister-in-law, Revonda; and a nine-month-old nephew, "J". My grandmother, Mrs. Mintha Whaley, age eighty-two, quilts for tourists in the Gatlinburg-Sevierville-Pigeon-Forge area of Tennessee. Very near my home is Catawba Valley Baptist Church where I am a member and the youngest member of the adult choir.

When asked what my hobby is I laugh and say, "FHA". FHA occupies most of my time but I thoroughly enjoy it. I love outdoor sports such as swimming, hiking and bike riding. Our family loves to go camping and "getting back to nature." It offers me chances to expand myself and "let me be me."

Burke County, my home county, is surrounded by the picturesque Appalachian mountains, lakes, and the Linville Gorge. It acts as a "gateway from the mountains to the piedmont", enabling us to collect the best from both.

Spannel by Interstate 40, Burke County still expresses a love of the soil in farming; also, there is a well-balanced industrial complex involving furniture and textiles, as well as tourist travel. Yet, the region depends entirely on no single industry.

My county was originally created as a frontier area by strong-willed Scotch-Irish, German, and English. Then in the nineteenth century it was colonized by the Waldensians from the French-Italian Alps. Burke County is the home of Senator Sam Ervin and others with strong, vital interests in our nation and its freedom.

We also have located in our county numerous state institutions: Western Carolina Center for the severely to moderately retarded; North Carolina Correctional Center, a cerebral palsy center, North Carolina School for the Deaf, and Broughton Hospital for treatment of neuro-surgical patients, alcoholics, drug addicts and the mentally ill. Through the aid of federal grants, an expanded program in industrial therapy and vocational rehabilitation is provided for all patients. These institutions not only greatly increase employment opportunities but also give the people a greater understanding of the handicaps these institutions represent.

There has been a continuous attempt to develop educational programs suited to people in this region. Through public schools, a near-by technical institute, and Western Piedmont Community College, doors have been opened to new opportunities and usable skills. Although there is presently no four-year college in Burke County, there are several colleges within close reach of the county, and many of our young people study throughout the state. Of these colleges, eleven offer a home economics education major.

My county has a six-three-three school plan, comprised of fourteen elementary schools having an enrollment of about seven thousand five hundred, eight junior high schools having an enrollment of about three thousand four hundred, and two senior high schools with an enrollment of two thousand six hundred. Burke County has been a pioneer area in 1974 in creating a changed approach to education. The spirit of this educational endeavor is reflected in the name of the newly opened Freedom High School and East Burke High (scheduled to open in 1975). An open space concept for grades ten through twelve, the school has many innovative features such as areas to encourage team teaching, and a theatre which contributes to a strong and successful drama department. All liberal arts courses are taught in "A" part of the building while the vocational and occupational courses of distributive education, industrial cooperative training, furniture industries, construction, transportation, business, agriculture, electronics, and home economics make up "B" part of the building. Through the use of the quarter system (each course lasting twelve weeks) there are many curriculum offerings from which the student can choose. Freedom High School is not a mold for all students. Courses are labeled 1, 2, 3, and 4 to explain to the student if a course is fundamental, advanced, college preparatory, or just of general interest. Each student can find courses suited to his ability and his interests in a way to develop his potential.

I really envy the children of the next generation in Burke County. With our school system and economic system as it is, we will certainly have young adults to be proud of, and we will know without a doubt that they have the training necessary to take care of the world.

I attended Chesterfield Elementary School for the first eight grades. You can picture Chesterfield as a little red one-room school house. No, Chesterfield wasn't literally the one-room school house. There were classrooms, but it was a long way from today's modern education. So many of these students that were in my eighth grade class, 85%, were interested only in fast cars and fast women. That may be a little premature for thirteen and fourteen year-old students, but they were on that road. Their direction could be seen so clearly! I've always been bothered as to why they were so narrowminded that they could not see the importance of education. With even a small amount of guidance in some type of occupational, vocational, or career education, instead of all sciences, mathematics and Englishes, they maybe would have stayed in school. I sometimes wonder if they still do not see how vital a high school diploma is in today's society. Where does the concept end that a high school diploma should be based entirely on the subjects of chemistry, physics, calculus, algebra and the study of eighteenth century authors and literary criticism? It is true that most students do not realize the opportunities, the value and doors that can be opened to them through occupational, vocational and career education.

My club activities began while I was in elementary school. The many activities of 4-H work appealed to me; therefore, I became a member. My favorite part of 4-H was participating in the talent show. I did recitations and won blue ribbons, allowing me to go to district competition. Before I was thirteen I won the district competition, but being too young, I was not eligible to go to state competition. After some disappointing experiences my activeness in 4-H gradually dissolved.

I started high school at Oak Hill High with an enrollment of approximately four hundred fifty students who were offered a fair program. It had some occupational, vocational, and career education, but mostly academic. The academic program was good enough to get into the college of your choice, provided your grades were good enough. However, students had few choices of subject matter.

Most of my high school courses were geared to an academic program. The subject I really disliked was geometry. I am not very mathematically inclined and at the time could see no value in taking the course. However, geometry proved outstanding to me in the principle it taught, "Things aren't always what they seem". It taught me to look for valid reasons to support my convictions.

I enrolled in home economics as a sixth subject so I could have more freedom in my upperclassmen years. I saw home economics as a practical, applicable elective. No one can live in this society without knowing how to cook or how to sew. My home economics class led to an organization called FHA. Future Homemakers of America was not the group that bears the image of girls who sit and sew or cook all the time. True, you must have taken home economics to join FHA, but the organization itself concentrates upon personal growth, preparation for tomorrow, and most importantly assuming responsibilities. Males have become a new addition to FHA in North Carolina. We have a new branch of FHA called HERO, Home Economics Related Occupations which concentrates upon the same principles.

I wouldn't trade my FHA experiences for any amount of money. My freshman year, I was chapter reporter; my sophomore year, I was chapter secretary; during my junior year I have served as state vice-president, and during my senior year I will be state president.

As a chapter officer, I assumed the usual responsibilities, which I was already accustomed to through 4-H. My responsibilities increased when I became state vice-president. I have been responsible for programs, both small and large and have become acquainted with hundreds of people from all walks of life.

FHA has helped me to see myself as an individual. It has certainly been an important factor in my maturity. I have become aware of the needs of those who cry for help and those of the vast silent majority. It has taught me in a way that nothing else could that I am not alone in this world. There are others who have feelings and emotions and pains as I do. "United we stand, divided we fall, we stay together or not at all."

Perhaps, if we had had more money, we could have really learned more. In foods we had to share everything; therefore, not everyone learned how to make barbeque or how to freeze a certain food. There just wasn't enough money for everyone to try their hand. Most high school students have necessities that they must buy but can't afford to make up a whole sewing basket for a quarter or semester of sewing. If clothing construction classes could provide the bare essentials needed by the students, it would encourage enrollment. As it is, the expense can be a hindrance to signing up for a vocational course.

Now I am a rising senior at Freedom High, one of the most unique schools in the nation. If anyone could ever be in love with a school, I am in love with Freedom. It is a school with a wide choice of curriculum offerings. One half of the building is vocational, and the other half is for academic courses. Until recently I have steered myself to the academic courses and away from vocational courses. I had the attitude that vocational education was the "easy" way out. I attended a DECA Convention and my views began to change. Vocational education is something you use daily. It is vital to one's success in today's society. FHA and DECA are only two of the occupational education organizations North Carolina young people can join. Others include Career Exploration Clubs of America, Future Business Leaders of America, Future Farmers of America, Vocational Industrial Clubs of America, and Health Career Clubs of North Carolina.

Freedom High was selected as one of the three schools in North Carolina and two hundred in the nation to test the federally funded program "Exploring Childhood." Fortunately I was able to take this course. It is the study of children ages three to five—their abilities, problems, etc. The course lasted for two hours a day, involving discussion of children's problems and learning experiences and actual work with the children at day care centers. By observing and working with the children I saw how adults often let simple things in life take on complex forms. It was an amazing experience for all male and female students enrolled in the course.

"The main purpose of Home Economics Education . . . is to provide interested persons, both boys and girls with opportunities to obtain knowledge and develop skills for homemaking roles or for dual roles as homemakers and wage-earners; and to prepare interested youth for an occupation requiring the use of home economics knowledge and skills." (Taken from article Home Economics Education in North Carolina Public Schools)

Consumer and Homemaking Education has these five objectives in its program:

1. Prepare youth and adults for homemaking roles.
2. Prepare for dual-role of homemaker and wage earner.
3. Develop traits which contribute to employability.
4. Develop professional leadership (such as FHA and HERO)
5. Become better consumers.

Home Economics is unique in that it goes further than these objectives. It also offers Exploring Childhood, Consumer Education, courses in parenthood education and housing. In North Carolina, Consumer Home Economics is a prerequisite for Occupational Home Economics. First of all, a student acquires homemaking skills in comprehensive and advanced courses under Consumer Home Economics and then is able to further these abilities in preparing to enter the labor market in home economics related occupations.

Home Economics in North Carolina is constantly growing and expanding its educational program to all individuals. Last year eleven per cent of the home economics enrollment was made up of male students. Fifty per cent of all students were enrolled in the comprehensive course, Home Economics I. Fifteen per cent of all students were enrolled in Family Life. As I have said, North Carolina's program is an expanding one. Exploratory courses are taught on the junior high level to both boys and girls. Introductory comprehensive courses provide the basis needed for advanced courses. One course, Consumer Education and Management, an excellent study on knowledge, skills and understandings needed by consumers, is available to all students who have not previously taken any home economics course. In-depth courses on the semester or quarter system now provide advanced study in a particular phase of the comprehensive program. Presently at Freedom High School, we offer twenty-seven ungraded courses in home economics. These classes include students of every ability level.

Even with these various course offerings, our educational system desperately needs improvement. There should be more emphasis on individualized instruction. So many students are left behind because the teacher has a class full of students and cannot spend time with the student on a one-to-one basis. Since the students have such differences in abilities, interests, and economic levels, there should be enough adequate materials to support a variety of instructional activities. More teachers and facilities are needed to offer additional occupational programs and to further expand the home economics program. Such programs as home furnishing services, child care services, food services, health services, home management services, and clothing services would provide interest and opportunity to students entering employment immediately upon graduation. Also, many can use these occupational skills to earn their way through further education. A child care laboratory at the high school site would serve many purposes for home economics and other programs.

If I could make some changes in home economics I'd change the name. The guys shy away from Boy's Home Economics but flock to sign up for Bachelor Living. Most girls feel homemaking is for an "old biddy", therefore they shy away from the course. If it were entitled something like "Living On Your Own" or "Basics for Independent People" they would gladly sign up.

Presently, our image isn't appealing at all. More programs need to be offered for male students. Home economics is not a "sissy" program, but a program that offers vital facts for living—whether as a single person or a family member.

I have already told you what HERO means to me and why I joined. I don't know what was specifically helpful in developing my leadership abilities. But my responsibilities seem to always grow and grow. On the national level I attended National Convention last summer in Dallas, Texas and was interviewed by CO-ED. This summer at National Convention in Chicago I will be presiding at the President's Banquet.

After high school graduation I plan to go to college and major in Home Economics in the area of interior design. I plan eventually to get a doctorate in home economics education. After completing my year as State President my career in FHA will not be quite as demanding. I am a member of the State Home Economics Advisory Committee. This committee is made up of twenty persons who represent employers, school administrators, teachers, guidance personnel, teacher-educators, parents, students, community leaders, young adults, and the disabled. The purpose of the advisory committee is to give direction to home economic educational programs and provide support for adding top quality programs for today's youth and adults.

I am very appreciative to you for providing me with an opportunity to express my feelings in regard to occupational, vocational, and career education—mainly concerning home economics. I urge you to continue home economic and FHA support. It is preparing me to be on my own and responsible: as a citizen, in my community and state, through my previous and up-coming leadership responsibilities; as a consumer, by being able to recognize quality, the importance of value in seeing needs; in the relationships with others by considering the importance of each individual in today's society: and as a family member through Exploring Childhood and Family Living. Home Economic is something I can use for self-support if necessary. It has helped me develop self-identity for all roles by making choices and knowing my values. In summary, you can help us by assuring these things:

1. We need well-trained teachers and ways to keep them up to date.
2. We need funds to support, (*a*) all types of home economic programs, (*b*) better facilities, (*c*) adequate media, and (*d*) in-service for teachers.
3. Support for the continuance of homemaking goals for male and female students.

Chairman PERKINS. Our next panelist is Mr. James Dellinger, President, North Carolina Community College Student Government Association.

STATEMENT OF JAMES DELLINGER, PRESIDENT, NORTH CAROLINA COMMUNITY COLLEGE STUDENT GOVERNMENT ASSOCIATION, SELMA, N.C.

Mr. DELLINGER. I am a student at Johnston Technical Institute, Smithfield, N.C. I am a veteran, father, and husband.

Last spring, I had an opportunity bestowed upon me to become president of the community college students in the State. We have four general areas we have particular interest in. One is the work-study program. We feel what we have is good but it is inadequate. We have three things we would like to have done to it.

We would like to increase the maximum compensation allowed to the students, increase the maximum number of hours a student is able to work. Remove the discriminatory age restrictions, which is 21 years of age. Several students who are over 21 years of age have a definite need for this benefit yet are ineligible because of their age.

I am not going into the matter of the loans very much because I do not know a lot about them. We do know they have been helpful and we can only urge you to increase them as the need arises.

In the area of services to veterans, we urge you to support legislation to provide services for veterans on campuses.

Last but by no means least important is the instructional facilities. Most of the schools are in old buildings, motels, prison camps and old elementary schools. The school I attend is in an old elementary school. We were not able to install the complete program. Part of the program is installed at a facility 50 miles away.

We feel that there is no maximum amount we could ask for in the realm of construction funds because we could use all you could give us, plus more.

That is basically the text of what I wanted to say and I do not have any further statements to make. I would like to thank you on behalf of the students of the community college system.

Thank you.

Chairman PERKINS. You have made a good statement. Thank you.

Mr. ANDREWS. What is the hourly limitation to which you refer? The number of hours permitted?

Mr. DELLINGER. The information I was able to acquire was 15 hours is all that is allowable while classes are in session. That is 15 hours per week and up to 50 hours a month at the minimum wage or less. Sixty hours a month is not very conducive to paying expenses.

Chairman PERKINS. You are requesting we ought to extend the work-study period beyond 15 hours? I thought we had already done that in connection with holidays, weekends, and so forth. I may be wrong, but I am delighted that you raised the point. It will enable us to check it out.

Mr. DELLINGER. I could be wrong.

Chairman PERKINS. I can be wrong, too, because hundreds of things run through my mind.

Mr. ANDREWS. It was increased.

Chairman PERKINS. I do not know whether it was elementary or vocational or higher education.

Mr. DELLINGER. Many of the students who are working work-study also have to work after school, which is defeating the program. A lot of students do not live with their parents and it has been very insufficient.

Chairman PERKINS. Thank you very much.

Mr. DELLINGER. Thank you.

[The complete statement of Mr. Dellinger follows:]

PREPARED STATEMENT OF JAMES DELLINGER, PRESIDENT, NORTH CAROLINA COMMUNITY COLLEGE STUDENT GOVERNMENT ASSOCIATION, SMITHFIELD, N.C.

One needs only to look at the Community College System in North Carolina to grasp the increased interest in vocational and technical education. The pendulum has swung from the four-year degree to the two-year degree. Businesses throughout our state and across the nation are advising students to specialize in their studies. We are being told, "Learn the basic concepts of your chosen field and come to us to broaden that knowledge through the work process."

I am sure we all share a genuine concern to provide adequate technical and vocational educational opportunities to every interested and qualified person in our country.

The Education Amendments of 1972 expanded the accessibility to post-secondary education establishing the student financial aid program which attempts to eliminate the financial barriers to education beyond the high school level. In addition to expanding the traditional federally supported student aid program it also established the new Basic Educational Opportunity Grant program. We appreciate the fact that Congress has, each year, expanded the funding of Basic Grants; however, this funding is still inadequate. We the students, feel that this year the program should be funded to the full extent the law allows, $1,400.00 per eligible student.

We urge you to give special attention to the section of the law that is applicable to the Work-Study program for vocational students, as outlined in the Vocational Education Act of 1963. The students feel that careful consideration should be given in the following areas:

1. Increase the maximum compensation allowable from $350 to $700 for resident students and from $500 to $1,000 for non-resident students for academic year. Also, we ask that the restrictions now placed upon the amount that can be earned be removed.

2. Increase the maximum number of hours of work permitted while classes are in session from 15 hours to 20 hours per week for all eligible vocational students.

3. Remove the discriminatory maximum age restriction (21 years of age) at date of beginning work-study employment. The present form of this restriction denies many deserving students the opportunity to have the same advantages in acquiring an education that their fellow students may have.

The College Entrance Examination Board said in a recent report, "Meeting the costs of a college education is a problem more and more American families are facing every year. Not only the lower income family, but middle-income and upper-income families, are finding it increasingly difficult to meet these costs." The concern we have witnessed will show another sharp increase this year and next in regards to these rising costs. We strongly urge that the Congress continue its support of the subsidized loan programs now available to students. Here again, without this assistance there would be many deserving students who would not be able to acquire an education or to continue their education.

In the area of services to veterans pursuing a post high school education, we ask that you, the Congress, assist the Community College—Technical Institute Systems providing adequate services to veterans. We urge that the Veteran's Cost of Instruction Program provided under the Cranston Amendment be funded during the coming year to the extent of $100 million. This assistance is needed very much now, and as more veterans enroll the problem will be multiplied.

There is a growing awareness of the need for skilled people in a wide variety of career fields. More students than ever before are choosing vocational and technical schools to provide them with the training and skills needed to enter these fields of work. There is a growing number of students transferring from four-year schools to community colleges and technical institutes. Many of our community colleges and technical institutes are operating in dilapidated school buildings, motels, and prison facilities that have out-lived their original usefulness. These facilities were not designed for nor intended to be used to house the types of activities that are taking place in them today.

The cost of renovation of these buildings is almost prohibitive. Because of the inadequacy of these facilities, they cannot be physically conducive to good education. They cannot provide the space that is necessary to enable the student to meet the demands of many of his courses as dictated by the employment requirements of his field of endeavor. Our armed services receive the best training and facilities of anyone in the world. We provide them with the best equipment available and the most qualified instruction possible in various vocational and technical fields. It is time to improve the vocational-technical education centers of the post-secondary educational system. Provide us with mere construction money.

Your continued cooperation, assistance, and support in the many areas of need in the vocational-technical education systems of North Carolina will be appreciated.

Chairman PERKINS. The next witness is Mr. Billy Little, president of Future Farmers of America.

STATEMENT OF BILLY LITTLE, PRESIDENT, NORTH CAROLINA ASSOCIATION OF FUTURE FARMERS OF AMERICA

Chairman PERKINS. How old are you?

Mr. LITTLE. 18, going on 19.

I am Billy Little, president of the North Carolina Association of Future Farmers of America. I am a graduate of Southern Nash High School in Nash County, N.C., and presently a freshman in the curriculum of animal science at North Carolina State University.

I would like to thank all those who helped me in preparing this statement and I would like to thank this education committee for letting me appear before it to represent our organization, FFA and other organizations. I know due to the shortage of time only several could present their views and I am happy to have the opportunity to speak before you.

Chairman PERKINS. We could not have heard this testimony in Washington as we are hearing it today. We are hearing more beneficial testimony today than I ever recall receiving in Washington. I have been there 26 years and it makes me feel good to see witnesses like yourself appearing. We will send you a copy of the complete record when it is documented and I think you will be proud of the final record that comes from these hearings.

Mr. LITTLE. Thank you.

I would like to hit upon a few of the important elements.

I am a graduate of Southern Nash High School and I graduated from this school in 1973. There is something a little special about it that has helped me in the past and that is that it was a consolidated school. Becoming a freshman, we left our regular rural school and went to this consolidated school of about 1,500. This was the 10th, 11th and 12th grades. Not only were there rural people there but also city communities. This gave me an insight into the educational programs we have had in the past and also the need for some new ones as a result of mixing the rural and city youth together, to meet the needs of all of them.

One phase of education I have been particularly interested in is vocational education. It is based on the needs of students and what they need, the jobs, the job opportunities. What we have going on today, in other words, is meeting the needs of the students and the members of the youth organizations. The only thing is we have to continually change our programs and the educational system to meet these needs.

It is up to the people here today, teachers, students, administrators and congressional leaders to improve the effectiveness of the vocational programs.

We have seen what the Future Farmers of America, FHA, VICA, DECA, and other organizations have done in the past. We know what they are doing. The question is, Where are we going in the future, what is going to happen to us?

These youth organizations have been with us for 47 years, reaching about 1.5 million young people annually. You can ask any FFA, FHA, DECA or HCC member and he will tell you he is very proud and deeply involved in his or her own organization. This has been developed through participation in it. This is accomplished not only through the members, teachers and administrators, but from the support of business and industrial concerns and from individuals. Approximately $3 million is contributed each year to our organizations at the national level to support in various ways and to provide awards and recognition to our members. We are very proud of this. We can put a figure on this, how much money, how many members are in the organization, but can we put a monetary value on the time and effort that these sponsors give us, the FFA, and those other organizations? They give us a lot of time. In fact, the mere word "appreciation" and "thank you" is never enough to express our appreciation to these people. They really get out there and give time. They are not paid to help these organizations. As always, there is a dark side to the picture. Sometimes these youth organizations are forced to work in an atmosphere of grudging intolerance or kindly contempt. School principals and administrators sometimes think of these organizations as disrupting classes. But as individual professors at North Carolina State University have stated in the past, college students with a vocational background adapt to college life better than those without it. They say they are willing to back that statement up. I think that carries a very significant point as to what people get out of agriculture.

Vocational education youth organizations should be recognized as an integral functional part of the curriculum. I do not really think this could be stated any better. This is it. This is the statement for congressional learners and administrators to take for what it is worth.

Speaking on behalf of all the youth organizations, I could never repay the youth organizations for what they have done for me. Our lieutenant governor, he thinks the FFA is one source of leadership development. Many others also do. Our youth organizations in this country were founded for many different reasons. One was for the betterment of youth and also as a result we may have a Nation of conscientious and better citizens. I might say we will have a better Nation. There are certain goals and aims common to all these organizations, not only youth organizations but many others: to strengthen critical thinking; to strengthen leadership abilities; strengthen creativity; strengthen belief and confidence in oneself; enable members to work democratically in groups; individualized instruction; strengthen knowledge and attitudes that lead to success in work, and emphasize the dignity of occupational education.

I think this can be expanded a little further, not only to occupational education. Many people think, when you say Future Farmers of America, of the traditional image of the farmer. But the image of the farmer has changed, the dignity is changing. It is not just Future Farmers but Future Agri-Businessmen.

I have been talking about youth organizations but specifically the FFA has one overriding goal. That is to take our most precious national resource, young people, and try to develop and mold them into an asset which can be used to better our Nation. We in the FFA believe the ultimate objective for agriculture is to train young men and women for efficiency in our industry. About 40 percent of the jobs in this Nation are related to agriculture. Of these, only 5 percent are actually related to tilling soil or farm production. We can see by our FFA membership that vocational training in agriculture and agriculture in general are very important. In the national FFA organization of 450,000 members this year North Carolina has the third largest membership. This shows a lot of work has taken place in the past and is going on now. I hope and know it is going to continue in the future but, here again, another dark side to the picture. As I stated before, we have 22,000 members in the FFA but we have approximately 35,000 potential members. This is a similar situation that many other youth organizations have. We have potential members but we have to get them involved in what we have. What is the answer to this problem? We believe in FFA that every student enrolled in agriculture should be an active member of FFA or the organization they are related to. It has to be that way because there are such terrific opportunities available. Perhaps the best way is to stay with the basic essentials for success which we have long recognized in the FFA.

Thank you.

Chairman PERKINS. Thank you very much for a fine statement.

Mr. RADCLIFFE. That was a nice statement, Billy. Nice seeing you again.

[The prepared statement of Mr. Little follows:]

PREPARED STATEMENT OF BILLY LITTLE, PRESIDENT, NORTH CAROLINA ASSOCIATION OF FUTURE FARMERS OF AMERICA, ELM CITY, N.C.

I am Billy Little, president of the North Carolina Association of Future Farmers of America. I am a graduate of Southern Nash High School in Nash County, North Carolina and presently a freshman in the curriculum of animal science of N.C. State University.

Being from a consolidated school of rural and city communities, I have seen many types of educational programs and needs for different ones. One phase of education in which I have been particularly interested is vocational education.

It is one of great and expanding horizons. Based on the needs of students, job opportunities today and the changing world of agricultural education, we must continually make adjustments to meet these changing needs. These adjustments need our attention immediately. It is up to people just like us as teachers, students, administrators and congressional leaders to help improve the effectiveness of vocational education and specifically the youth organizations which are a vital part of vocational education.

We have seen what the future homemakers of America, future business leaders of America, distributive education clubs of America, vocational industrial clubs of America, health career clubs and other such organizations have done in the past. We know what they are doing now, but, where are they going in the future?

These youth organizations have been with us for 47 years reaching about 1.5 million young people annually. These organizations are doing something. Ask any member of FFA, FHA, DECA, VICA, FBLA, or HCC. You will find them deeply involved in their organization and proud of it too. Few people will question the value of such organizations when they have seen the leadership, cooperation, and education that is developed through participation in them.

Our organizations have received tremendous support in their work from numerous agricultural businesses and organizations, from the business and industrial community and from individuals. Approximately $3 million is contributed each year to our organizations at the national level to support in various ways and to provide awards and recognition to our members.

The FFA alone has some 600 sponsors contributing almost $500,000 annually to our national FFA foundation.

Still, no total monetary value can be placed on the time, efforts, and other contributions made by these groups and indivduals.

As always, there is also a dark side to the picture. Sometimes these organizations are forced to work in an atmosphere of grudging intolerance or kindly contempt. School principals and administrators sometimes think of these organizations as disrupting classes. But, as individual professors at North Carolina State University have stated in the past, college students with a vocational background adapt to college life better than those without it.

"Vocational education youth organizations should be recognized as an integral functional part of the curriculum." This was stated in the 7th report by the National Advisory Council on Vocational Education concerning vocational student organizations. Can this be stated any better? I think not.

Our youth organizations in this country were founded for the betterment of the youth, and as a result, we may have a better nation of conscientious citizens.

There are certain goals and aims which are common to all these organizations, because we are all working for similar results such as:

1. Strengthen critical thinking.
2. Strengthen leadership abilities.
3. Strengthen creativity.
4. Strengthen belief and confidence in oneself.
5. Enable members to work democratically in groups.
6. Individualized instruction.
7. Strengthen knowledge and attitudes that lead to succession in work.
8. Emphasize the dignity of occupational education.

I have been talking in fairly general terms about agricultural education and youth organizations up to this point. But specifically, the FFA has one overriding goal and purpose. That is to take our most precious natural resource—young people—and strive to develop, shape and mold them into an asset which can be used to better our nation.

We in the FFA believe the ultimate objective of vocational agriculture is to train young men and women for proficiency and efficiency not only in the basic production of agriculture but also in the total agribusiness field, few people realize that over 40 percent of this nation's jobs are related to agriculture. Of these, only 5 percent are in farming. It is a broadening field. We can see by our FFA membership of 21,000 to 22,000 that members think vocational agriculture is important. Out of the national organization of 450,000 members we are the third largest state. But here again we have not reached our ultimate goal of total involvement. We have approximately 35,000 potential members and as I stated earlier we have roughly 22,000 members. The other youth organizations have a similar situation also.

What is the answer to the problem? We believe that every student enrolled in vocational agriculture should be an active member of the FFA. There are terrific opportunities available for all of them.

Perhaps the best way to insure the future of our youth organizations is to work toward the basic essentials for success which we have long recognized in the FFA. Some of these are: (1) An understanding and appreciation by decision makers of the present and potential value of our organizations; (2) support and cooperation from these people in the work of our groups; and (3) adequate financing for our programs and activities on the local, State and national level.

With this kind of climate and support, millions of young people throughout our Nation will be afforded opportunities which they greatly need to prepare themselves for life.

Chairman Perkins. Our next witness is Mr. John Sledge, assistant to the President, North Carolina Farm Bureau Federation, Raleigh, N.C.

STATEMENT OF JOHN SLEDGE, ASSISTANT TO THE PRESIDENT, NORTH CAROLINA FARM BUREAU FEDERATION

Mr. Sledge. I, too, am a farmer. We are privileged to speak briefly to some of the points we have run across in our lifetime, more recently, in the State Committee on Agricultural Education. I am not an educator but we are in contact with Congressman Andrews' office regularly and I want to say we appreciate the very excellent response we get from Congressman Andrews as to our agricultural problems.

Chairman Perkins. Being a farmer, I do not know of any greater leader you have had in the Congress insofar as the interest of the farmer is concerned.

Mr. Sledge. You may wonder why a general farm organization such as the Farm Bureau is addressing itself on the subject of education. It can be shown that we have had a long and consistent interest in providing better educational opportunities for all our youth, particularly in the field of vocational agriculture.

Chairman Perkins. I know of your interest.

Mr. Sledge. Certainly there is a tremendous need for vocational training in North Carolina and certainly the Nation. In the recent months, the dependence on agriculture has been very vividly brought to our attention. It is vital that agriculture remain a viable interest to the State as well as the world.

I believe its success is totally dependent on properly trained people not only to fill production needs but mechanisms, actual supplies and all the services related thereto. While the offerings in occupational areas have been introduced in educational systems, we notice that enrollment in education, vocational education, has remained pretty steady.

Billy Little, who just preceded me on the program, spoke of the Future Farmers of America. I am somewhat a product of that organization and certainly all the other organizations that we have in our schools help to motivate and stimulate the learning experience of the student, helps them to develop skills they would not otherwise have. Certainly, as our Lieutenant Governor spoke to you this morning, we cannot emphasize enough that such programs such as FFA have helped in developing leadership skills throughout the Nation.

Vocational education should be available to all students. One of the observations I have had in recent months is that we do have a lessening of the number of men who are occupied in 12-month programs. We believe this should be provided so that opportunities can be offered to students who have career plans in certain occupations. We must always motivate these students and allow them to seek competitive employment and become useful citizens. There is a need for vocational education and more resources, equipment, et cetera, are going to be required as well as more realistic counseling.

In addition to more resources, more flexibility is desired. Both the 1963 and 1968 acts had certain degrees of flexibility and in drafting new legislation it is suggested that the best features of these be included in order that those on the State and local levels may have input.

There should be no dropouts. The resources for and encouragement of short-term training programs should be provided that will allow students to enter the job market after their potentiality for dropout is identified. We should have some means of identifying them and to man those training positions is certainly one way to accomplish this. There is a tremendous need for more teachers to be trained. We have, I believe, a real shortage of vocational teachers in all areas of occupational and vocational programs.

I would suggest to you that States have the capacity for research and development but funding is lacking. In North Carolina, we have approximately $45 million coming into education. Only 5 percent of the total amount for vocational education in North Carolina was set aside for research and evaluation. it would amount to $2.25 million. They tell us we are receiving $300,000. Certainly this is not adequate to carry out a program as intensive as vocational education is. I am certainly aware of the necessity for having accurate information on all levels but I would suggest to you that here again there may be some possibility for more flexibility to be built into this area and even here at North Carolina State University, where there is located a national research and development center, some of these facilities could be used for better purposes. I am sure they are.

In closing, Mr. Chairman, my observation is not as an educator but as an average citizen. Maybe we have not done as much as we could have done but we have made the effort. We have school superintendents in this field who have done a very outstanding job. I always recall a quote attributed to former Governor Charles B. Acock, who said, and I hope I quote him correctly, that "we must provide every child the right to bring out the good in him." That challenge is still with us today. I feel certain you, Mr. Chairman, the committee, the Congress and this State will do your best to provide the rights we are speaking of today.

Thank you.

Chairman PERKINS. You have been a very helpful witness.

Mr. Andrews?

Mr. ANDREWS. Thank you for a very good statement.

Chairman PERKINS. Thank you very much.

[The prepared statement of Mr. Sledge follows:]

PREPARED STATEMENT OF JOHN SLEDGE, ASSISTANT TO THE PRESIDENT, NORTH CAROLINA FARM BUREAU FEDERATION, RALEIGH, N.C.

Mr. Chairman and Members of the Committee:

I am John Sledge, Assistant to the President, North Carolina Farm Bureau Federation. We appreciate this opportunity to appear at this hearing to briefly present our views on the subject of occupational, vocational and career education.

You may wonder why a general farm organization, such as Farm Bureau, is addressing itself on the subject of education. It can be shown that we have had a long and consistent interest in providing better educational opportunities for all our youth, particularly in the field of vocational agriculture. I believe this stems from the fact that a large majority of our membership lives in rural areas and this provides for us a first-hand knowledge of the lack of vocational training opportunities for our sons and daughters. Policies relevant to this subject adopted by our membership are as follows:

"We support the concept of vocational and technical education and post high school training and retraining."

"We support vocational training for adults for the purpose of teaching new job-related skills."

"We urge vocational education departments regularly to re-evaluate and improve their programs of study to provide up-to-date and modernized vocational education programs, including those in vocational agriculture and home economics. These programs are required to prepare our youth to meet changing needs of a modern society and a commercial agriculture and will prepare them for their greatest contribution to society and satisfaction to themselves."

"State and local groups should retain primary responsibility for vocational programs."

"Special work permits should be granted to allow special wage rates to be paid to students under work experience programs."

"We encourage more effective uses and accountability of all educational facilities and other resources used in our school systems."

"We urge Farm Bureau members to study the career education concept and to consider carefully the advantages of implementing this concept and developing career education programs in our local districts."

There is a tremendous need for vocational education in North Carolina and the nation. This is true in all vocational areas but we believe this to be of extreme importance in the field of agriculture with its related demands and opportunities. In recent months the dependence on agriculture has been vividly brought to our attention. Not only is it the vital industry of this nation from the standpoint of producing food and fiber but it is also vital that agriculture remain a dynamic and viable industry for the economic health of the nation and world. Its success is totally dependent on an adequate number of properly trained people to fill not only the production needs but also the many allied industry requirements such as mechanization, product processing, marketing and transportation, supplies and all the services related thereto. We have not in our best ability provided opportunities for our youth to prepare for and improve their competencies in these basic occupations.

The number of farmers in production has over the years decreased and has by now, perhaps, leveled off while the number engaged in off-farm occupation has increased. While offerings in other occupational education areas have been introduced in our educational systems, enrollment in agricultural education has remained steady. This indicates our youth's continuing interest in agricultural education. The Future Farmers of America Organization serves to motivate and supplement learning experiences of students. This learning-by-doing experience helps students to develop skills and competencies they would not otherwise acquire.

In recent years it has been my observation that year-around opportunities to provide instructional and supervisory programs for students has decreased by an alarming rate. This no doubt, has occurred because of insufficient funding and the competition for available funds by other vocational and occuaptional programs. Vocational education should be available to all students. Procedures should be established to determine where the need is for twelve-months programs and provide opportunities for students who have career plans in certain occupations. Many of our students will never leave their home communities nor go to higher institutions of education. We must motivate them and provide for them ways to develop skills which will allow them to competitively seek self employment and become productive citizens.

Whereas, the Amendments to the Vocational Act of 1968 supplied funds for the disadvantaged and the handicapped and broadened the scope of vocational education, the number of students served is not adequate to meet the needs of an increasingly technical society. Students who continue to be in the tenth, eleventh, and twelfth grades where in-depth competencies are gained are probably not much more than a third of the total student population at these grade levels. Assuming that about 20% go to college, this leaves an alarming percentage of our students who receive no real in-depth training.

To remedy this problem, more resources for teachers, equipment, etc. will be required and more realistic counseling provided. The point being that through the Act of 1968 we expanded our vocational offerings; now we must expand the resources to meet the need of this broader coverage. In addition to more resources, more flexibility is desired. Both the 1963 and 1968 Acts had certain degrees of flexibility and in drafting new legislation it is suggested that the best features of these be included in order that those on the state and local levels may have input. Also, some responsibility should be allowed the State Board of Education in establishing need in individual school units. In North Carolina, some counties are more able to provide vocational programs than others.

There should be no drop-outs. The resources for and encouragement of short term training programs should be provided that will allow students to enter the job market after their potentiality for drop-out is identified. This is the least we can do. To man these training positions, resources for teacher training is necessary. There seems to be an abundance of academic teachers but a real shortage of qualified teachers for occupational and vocational programs.

Permit me to note the contributions which research and demonstration have made in the field of agriculture. Where would we be today without research which has related to solving production problems? A system of research in vocational education was started in the Vocational Act of 1963 and was continued by the Amendments of 1968. I suggest that states have the capacity for research and demonstration but the funding is lacking. If only 5% of the total budget of approximately $45 million for vocational education in North Carolina was set aside for research and evaluation, it would amount to $2.25 million. The $300,000.00 we receive is not adequate research funding to carry-out and improve a program as comprehensive as vocational education nor is it adequate to properly evaluate such a system. It is necessary to know where we are, where we are going and how best to get there. In this day of accountability it is also reasonable to expect a high degree evaluation and re-evaluation. In recent months I have seen evidence of the practical worth or research and evaluation. They deserve our support.

In closing, permit me to mention the limited and, I am sure feeble teaching experience that was mine back in the mid-forties as it relates to record keeping and reporting requirements. There were quite enough or too many of them then and from what I hear, the situation is worse today. I am aware of the necessity of having accurate information on the county, state and national levels. According to some of the reporting requirements I hear of today, they border on the ridiculous. Again, let me suggest that the state be permitted more flexibility to plan for their own data collection rather than having it imposed from the federal level. Further, let me suggest to you that consideration be given to the collection of necessary information for national planning by using a National Research and Development Center, such as is located right here at North Carolina State University. I am sure you can get verification of the comment on reporting requirements by asking any county or city school Superintendent and any Vocational instructor.

Mr. Chairman, North Carolina has always taken pride in doing what it could in providing educational opportunities for all its citizens. Successor after successor of Governors, School Superintendents and others have led us in this field. Our attention often goes back to one Governor, C. B. Aycock, who did much for education in North Carolina who said that "we must provide for every child the right for him to burgeon out the best that is within him." That challenge is still with us. I feel certain you, your Committee, the Congress and this State will help to see that this right is provided.

We thank you for this opportunity.

Chairman PERKINS. The next witness is Mr. R. Barton Hayes.

STATEMENT OF HON. R. BARTON HAYES, CHAIRMAN, VOCATIONAL EDUCATION COMMITTEE, BOARD OF EDUCATION, HUDSON, N.C.

Mr. HAYES. I am glad to be with you today.

You have heard today, after a long hearing, a great deal of information on statistics and philosophy of education and the problems we have in education. I will not burden you with additional statistics but I want to tell you of a new and innovative program that is happening in the schools of the State of North Carolina, born in Wilmington. This arose out of the ashes of destruction under the watchful eye of the National Guard, with drawn bayonets, and with the people of Wilmington not knowing where destruction was going to come next. There was $1 million worth of destruction to the school properties alone. The people and the school people, with the other authorities in Wilmington, conceived of the idea of an extended day, an operational school, another night school. This would speak to the needs of the child pushed out, kicked out because he could not succeed for various and sundry reasons.

They moved into this school under cooperation with industry in which the students were employed in industry during the day. They attended night school from about 8 o'clock until 9 o'clock at night.

The faculty is made up of school personnel, lawyers, physicians, and interested citizens. One of these interested citizens is a big league football player. A personnel administrator for the General Electric Co., was teaching communications skills, teaching these students how to apply for a job and what was expected of them as employees. He says—

> I am here for a selfish reason: First, to help the students but especially to help the General Electric Co. We need employees.

When I find a student here who looks as though he is going to be a good employee, about the third day after I have met with him, I have an application from the General Electric Co., and the student is on the payroll. I have seen students working for the General Electric Co., in various capacities. Some of them control machines and represent many, many thousands of dollars of investment. The students are doing a useful job. They are no longer charges of society.

I would account to you the story of about three students. The Lieutenant Governor of our State, Governor Hunt, went to visit this school and he asked a student, "Why are you in night school?" He said, "My father has a terminal illness, there are six in the family, my mother is at work. I have a job and I am graduating from high school."

Another student happened to be one of the members of some of the group charged with some of the burning and destruction in the city of Wilmington. He was enrolled in this school within a few days after he was expelled from the schools of Wilmington for fighting. Both these boys were enrolled, both made friends, both went to work.

In the meantime, the student was tried in court and sentenced to from 15 to 20 years for leading a riot. He told me if the school had been there 3 years ago, he would not be in the mess he was in today. He is a black boy. He was recruited from the poolroom, drinking wine, drunk. He went to school, signed an application. Today he is president of the freshman class and he has earned a 3.85 grade average. His ambition is to be a lawyer.

Another student was in the school with an IQ of 142. He is in North Carolina University today taking a course where he hopes to be a lawyer.

These are not students who are second-class students. They are not taking a watered-down course. They are some of the finest assets the State of North Carolina has.

Of these students who have been in school since August 1973 to January 1974, 75 percent of these students are gainfully employed. Seventy percent of the students received jobs through the school. They have in that length of time received salaries estimated to be $320,000. The cost of the school has been $53,267. They have paid taxes in the amount estimated to be $67,172, leaving a net profit to the taxpayers of approximately $14,000.

These are students who were dismissed from school, students who were failures and could not contribute to society. But in a short period of time they have made their way and pay Federal and State taxes in an amount to more than compensate for the expense of the school.

We appreciate very much the opportunity of giving you this information.

Thank you.

Chairman PERKINS. Thank you very much for a fine statement.

Our next witness is Dr. Joseph R. Clary, executive director of the North Carolina State Advisory Council on Vocational Education, Raleigh, N.C.

STATEMENT OF DR. JOSEPH RAY CLARY, EXECUTIVE DIRECTOR, STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION, RALEIGH, N.C.

Dr. CLARY. I have a long written statement.

Chairman PERKINS. Without objection, your statement will be inserted in the record.

Dr. CLARY. Thank you.

I grew up on a little farm and entered a vocational education program. At that point in time if I had to answer more than just to the roll, "here," I could hardly get it out.

Vocational education taught me something as to leadership skills and actually how to get to college and through college.

I am executive director of North Carolina State Advisory Council on Vocational Education. I am the Billy Howard in Kentucky and the Bruce Howell of Florida.

This council sort of serves as the eyes and ears of the citizens of this State concerning vocational education. The council makes recommendations to the State board of education and does some evaluation of vocational education services and activities.

This council has done an extensive review of the amendments of 1968. In the prepared statement you will find a summary of some of the findings.

With your permission, I would like to turn briefly to one special activity of the council which I think might be important to this committee.

The Vocational Education Amendments of 1968 require that the rules of the State advisory council on vocational education allow the citizens of the State at least once a year an opportunity to express their views on vocational education. Our council has taken this mandate very seriously and has done so for each of the past 5 years. During the past year or two, during our meetings we would have about 12 or 15 people coming in to make statements. There were a lot of lengthy statements and a lot of "me too's."

In 1972, we decided we wanted to join with the department of education and hold regional forums. That year we held three forums attended by about 600 people. Last year we held forums in eight regions of the State which were attended by a total of about 800 people. This year as we began to talk about our forums, we had plans for holding 17 of these in the State but, because of the energy crisis and the gasoline problems in our State in February, we began to figure that nobody would be able to get to a meeting.

In view of that, we decided instead of holding 17, to hold several hundred across the State. We did this on April 3. One of the superintendents who was present at that time spoke to you this morning. We had small group discussions on occupational education and we directed the hearings from here in Raleigh on statewide television on our educational channel network.

As of noon yesterday, we had reports that 112 groups had met across the State. We had indications that in those 112 groups, 1,684 people were in attendance and they spent 2 hours talking about vocational education in the State. Each of these groups were asked to respond in group discussions to three questions.

No. 1, who should occupational education be for? We could summarize very quickly that it was the general consensus that any student enrolled in the public schools or community college system in this State ought to have an opportunity to elect a vocational education program.

No. 2, the question was asked, how well are your local programs doing? The general consensus was our local programs are doing quite well except for the fact we do not have enough of them. Our equipment in many cases is getting pretty old. Facilities are not what they ought to be. We have limited funds in terms of supplies and so forth. In general, the kind of things you have heard earlier today were expressed. It was also said to us that we have a group of students, particularly dropouts between 16 and 18 years of age who do not seem to fit into any program. Now, those communities had not had the opportunity for the kind of program Mr. Hayes discussed with you in terms of new programs jits beginning in this State.

Another question asked was what ought to be done statewide or on the local level to improve programs for the citizenry? Lots of people still do not understand the opportunities. Some of the suggestions were to initiate base programs on manpower need, improve the administration of programs, improve guidance programs, and this came out time and time again.

Then we asked each participant in these meetings to take a few moments to put down on paper their individual views concerning vocational education. I wish I could read to you each of the 838 individual statements we have collected from citizens across our State. We have five notebooks full of these statements. The people were saying they think the programs are needed and very helpful, the outlook is encouraging, vocational education is becoming a vital part of the educational system but we have inadequate facilities, equipment, materials, the mission is not clear to some members. Then they suggested that we try to do something about each one of these things, seek to emphasize quality. They talked about better selection and training of teachers since the quality of the program is going to depend on the quality of the teachers. They suggested more counselors be provided, qualified administrative personnel and continuous public involvement.

Mr. Chairman, the advisory council in this State and the other States and territories try to serve as the eyes and ears of the people in our States and we try to transfer these concerns to our boards of education. We think we have an excellent track record in terms of the responsiveness of the State board of education to these recommendations and concerns.

May I thank you again for the opportunity to appear. May I take one quick last word. I would like, on behalf of the people on the advisory council, to pay tribute to your staff members. We feel in Jack Jennings and Charlie Radcliffe we have two people to whom we can get close and to whom we can tell our problems. They always listen.

Thank you.

Chairman PERKINS. I am glad you paid tribute to these two gentlemen who really are the backbone of Congressmen Perkins and Quie. We depend on them and they are outstanding and they will always be at your service.

Thank you for a wonderful appearance today.

Dr. CLARY. Thank you.

[The prepared statement of Dr. Clary follows:]

PREPARED STATEMENT OF JOSEPH RAY CLARY, EXECUTIVE DIRECTOR, STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION, RALEIGH, N.C.

Mr. Chairman, members of the committee: My name is Joseph Ray Clary. I am employed by the North Carolina State Advisory Council on Vocational Education as its Executive Director.

The State Advisory Council in North Carolina is made up of 12 persons, appointed by the Governor, and has the following responsibilities designated under provisions of P.L. 90-576 (Vocational Education Amendments of 1968):

(1) Advise the State Board of Education on the development of the State Plan for Vocational Education;

(2) Advise the State Board on policy matters arising in the administration of the State Plan;

(3) Evaluate vocational education programs, services, and activities and publish and distribute the results; and

(4) Prepare and submit through the State Board to the Commissioner and to the National Advisory Council an annual evaluation report.

This statement is presented in four parts. Part 1 describes the process used by the Council in recently evaluating the Vocational Education Amendments of 1968 and contains a summary of the findings. Part II highlights findings from two recent studies funded by the Council to solicit views of administrators and teachers toward occupational education. Part III summarizes efforts of the Council to solicit citizens views on occupational education. Part IV deals with recommendations for vocational education legislation.

PART 1. EVALUATION OF THE VOCATIONAL EDUCATION AMENDMENTS OF 1968—SUMMARY OF THE PROCESS AND FINDINGS

Recently the Council prepared a special evaluation report in response to a request from the National Advisory Council on Vocational Education to evaluate P.L. 90-576 (Vocational Education Amendments of 1968) and to make recommendations for new vocational legislation.

The Council voted to undertake the task at a regular meeting on November 16, 1973. The Executive Director was assigned responsibility to coordinate the evaluation activities. These activities included: vocational education program visits and interviews with teachers, counselors and administrators by Council members; data collection and interviews with State Education agency personnel; reviews of recent State agency and Advisory Council reports; and requests for information, suggestions and recommendations from school system superintendents, local vocational education directors, community college and technical institute presidents, the North Carolina Vocational Association, chairmen of program area State advisory committees, and others. Written statements were solicited. Several representatives of the above groups met with the Council for further elaboration and discussion. A two-day Council meeting was devoted to these discussions and to reviewing and revising a first draft of the report.

A summary of the findings and recommendations of this special study report follows.

State Plans

The State Plan concept is good. In a number of ways it has been very beneficial. Increased involvement in its development has had positive benefits. Lay citizen input through the State Advisory Council, other organized groups and the general public through the public hearing is commendable.

There have been problems wtih the State Plan. United States Office of Education guidelines have been restrictive, detailed and somewhat dictatorial. As a real planning and management tool it has been described as "too detailish, too rigid, too complicated, and too late." It has been extremely difficult to adjust the North Carolina funding pattern to some of the restrictions imposed through the State Plan guidelines which are influenced by legislation. The requirements for a "public hearing" *after* the Plan has been drafted has kept this activity from being as productive as it was intended. The timing of State Plan development and approval keeps it from maximally impacting on local program planning.

Requirements for a State Plan should be maintained but somewhat modified. It can have a positive effect on improving occupational education programs.

Categorical Programs

In general, categorical funding under provisions of the Vocational Education Amendments of 1968 has proven to be both good and bad. It does assure that funds are spent for specific purposes and that key areas of concern are given attention. The benefits from some categorical funding, e.g., research and exemplary programs, are just beginning to be prominent. Emphasis is given to areas which otherwise might have been overlooked or minimized.

Categorical funding, however, has also caused problems. It does not lend itself to "total," well coordinated programs. Separate funding guidelines complicate administration, allocation of funds, evaluation, and auditing. The required documentation to satisfy federal auditors is sometimes extremely hard to obtain, of little use to the State agency, and duplicative of other useful reporting efforts.

Vocational education legislation should identify broad areas for which major attention through funding should be given. However, funding procedures, regulations, reporting, and auditing should be simplified.

Research.—One of the major benefits of the research funds has been the development of research coordinating units—in North Carolina called the Occupational Research Unit. They have taken the leadership in identifying occupational education research needs in the State, provided consultant services to individuals and agencies in the research area, and have both conducted and funded research activities. Dissemination of research results has been an important activity.

There have been problems. Research is expensive. It is long range. Results come slowly. Most local school units lack the time, money, personnel, or expertise to conduct sophisticated research. Impact on programs and State planning is difficult to determine—or else rather minimal.

We believe that vocational education research is important and must be continued in some way.

Exemplary Programs.—Exemplary programs should be part of the demonstration and dissemination steps of the research process. In North Carolina we have not been able to see this connection very clearly. Final reports on exemplary programs and projects have not been developed and disseminated sufficiently for us to make an accurate evaluation.

We believe strongly in the concept of exemplary programs and activities but think they should be incorporated into the research and dissemination program rather than funded separately.

Consumer and Homemaking.—The dual roles of wage-earner and homemaker for a high percentage of both men and women in the work force is clear evidence of the importance of this area.

The programs in North Carolina have been effective and beneficial. Changes have been made to reflect current and future needs. Each year more male students are enrolling in and benefitting from the programs.

We see little reason for "categorical funding" for this area except to show that its purposes are somewhat different from the "wage-earning" vocational programs.

Cooperative.—Cooperative education programs have proven to be efficient and effective in providing wage-earning skills to people. Their promotion through categorical funding under P.L. 90–576 has been good.

Public understanding of the differences between cooperative education programs and work-study programs has not been effected. In fact, some vocational education administrators and teachers have implemented programs with very slight, if any, differences.

We see little reason for separate categorical funding for cooperative programs. We do see them as an efficient and effective technique which should be strongly promoted. The "permissiveness" of the guidelines under this category should be retained with any move to incorporate this area into "regular" programs.

Definitions involved in cooperative education and in work-study programs should be clarified.

Work-study.—Funds under this category have assisted thousands of students to stay in school and to participate in vocational education programs.

Expenditures for work-study activities for economically disadvantaged students enrolled in vocational education programs should continue to be allowable (and encouraged) under any new legislation.

We do not see the necessity for separate categorical funding. Expenditures for this purpose should be made allowable from regular program grants or as assistance to disadvantaged and/or handicapped students.

We strongly recommend a lifting of the restriction of maximum earnings of $45.00 per month for a local student or $60.00 per month for a commuting student. Changes in the minimum wage law results in much less than 15 hours per week which can be worked.

Curriculum.—No funds have been allocated to North Carolina under this category. Some materials developed through large grants from U.S.O.E. to organizations in other States have begun to come into the State.

We see no need for separate categorical funding of this area.

EPDA.—These funds have allowed for rather massive and much needed professional development—particularly in-service education activities—for teachers and administrators. It has impacted favorably on an extremely high percentage of the vocational education teachers in the State.

Professional development (both pre-service and in-service) should be strongly encouraged through new vocational education legislation.

Set-asides (Disadvantaged and Handicapped)

Disadvantaged and handicapped students have always been served through vocational education programs in North Carolina. We do not believe the "set-asides" for these purposes in the legislation, funding, guidelines, etc. have been efficient or effective. As a whole, very limited benefits have accrued. Perhaps the extra support and the increased sensitivity to these persons have been beneficial.

We are convinced however, that the attention, the restrictions, and the guidelines for accountability have had a negative rather than a positive effect. Some of these problems include:

1. Definitions have been confusing.
2. Segregation of and special attention to these students have had unfortunate results.
3. Fragmentation of programs has resulted.
4. Adequate documentation and accountability is impossible under current restrictions and requirements to provide disadvantaged and handicapped students a normal situation.
5. Administration has been chaotic.

These set-asides as such must either be eliminated or greatly simplified.—Restrictions or guidelines or accountability procedures so stringent as to result in segregation of disadvantaged and/or handicapped students into groups must be prohibited.

We think the legislation *should* speak to the needs of the disadvantaged and handicapped but in a much more realistic fashion.

We would suggest that:

1. The set-asides as such should be eliminated.
2. Definitions of the terms should be common throughout all the Federal agencies and programs.
3. Attention to helping disadvantaged and handicapped students succeed in *regular* programs should be the major focus.
4. In place of set-asides and the inherent problems of set-asides, States should be required to show they propose to alleviate disadvantages and/or handicaps to enhance success in regular programs.
5. Funds (with or without a minimum percentage requirement) should be used to pay the *extra costs* of these students as a result of or in order to enroll in a regular vocational education program (fees, special materials, equipment, etc., youth club dues, transportation, special physical or medical needs or equipment, remedial assistance in the basic skills, special counseling, etc.)
6. All guidelines and accountability procedures should be streamlined and simplified to assure effective integration into regular programs rather than encourage segregation.

State Advisory Council

The Advisory Council has been effective. Its influence has impacted on State planning and policy. It should be part of any future vocational education legislation.

Good features of the legislation include mandated establishment, membership categories, attention to independence, specific responsibilities, mandated rules including opportunity for expression of public views, encouragement for staff, and funds to carry out responsibilities.

Membership categories need reconsideration to assure a better balance between lay citizens and professional educators. Some assurances for membership continuity should be required.

Other Elements

General Findings.

1. Federal funds for vocational education have increased from $8,971,685 in FY 1969 to $14,671,900 in FY 1973.
2. State and local expenditures have increased from $34,458,966 in FY 1969 to $78,599,190 in FY 1973.
3. Federal funds are "overmatched" by local and State funds in North Carolina by better than a 5:1 ratio.
4. Program expansion, diversification, and reorientation has come about.
5. Occupational education enrollments have grown in both secondary and postsecondary programs.

6. Lay citizen participation in planning and evaluating vocational education programs has increased.

7. State and local planning have improved.

8. New facilities for occupational education have been constructed throughout the State.

9. Vocational education has taken on increasing importance in the total school program.

10. Professional development activities (especially in-service education) have expanded.

Title X Provisions of the Educational Amendments of 1972 (P.L. 92–318)

Title X—Occupational Education—of the Educational Amendments of 1972, if funded and implemented properly should have a number of positive effects upon occupational education programs in North Carolina. These would include:

1. Further encourage, strengthen, and improve comprehensive State planning.
2. Establishment of priorities.
3. Minimize or eliminate duplications.
4. Insure lay citizen participating in planning and evaluating occupational education programs.
5. Expand and strengthen postsecondary institutions.
6. Increase funding authorizations.
7. Strengthen Federal level administration and leadership.
8. Increase responsibilities of State Advisory Councils on Vocational Education.
9. Increase availability of occupational education programs.
10. Encourage the infusion of occupational education into elementary and secondary schools on an equal footing with academic education.
11. Improve program articulation between educational levels.

Section 1202 of Part L of the Educational Amendments of 1972 requires any State desiring assistance under Title X or Section 1203 (Comprehensive Statewide Planning) to establish a State Commission which is broadly and equitably representative of the general public and private nonprofit and proprietary institutions or postsecondary institutions to initiate and conduct a comprehensive program of planning.

This provision has the potential for providing a systematic structure for coordinating the planning, implementation, administration, and evaluation necessary to assure that the Title X provisions are properly carried out.

Care must be taken to assure that the Commissions do not become political entities, dominated by higher education (or any other one segment of the educational or political structure), super agencies, or weak "pass through only" boards.

The makeup of the commission should be balanced with educational leadership (all levels represented), manpower education agencies, and lay citizens properly represented.

Adequate fiscal and legislative support should be given for proper planning, staffing, etc.

PART II. VIEWS OF ADMINISTRATORS AND TEACHERS TOWARD OCCUPATIONAL EDUCATION—FISCAL YEAR 1973

What Did the Administrators Say?

Over 250 school administrators (community college and technical institute presidents, deans, and directors, public school superintendents, local occupational education directors, and secondary school principals) responded to a survey of views of administrators toward occupational education in North Carolina. These represented 78% of the 324 administrators (selected by a very carefully designed random sampling technique) to whom the surveys were mailed. Interviews were conducted with one administrator from each of the administrative categories in each educational district—a total of 40 interviews. This evaluation study was conducted for the Council by the Home Economics Center for Research, University of North Carolina at Greensboro.

Summary of Findings

Philosophy of Occupational Education

The philosophy of occupational education held by 50% to 75% of the administrators involved the beliefs that (a) occupational education programs at the post-secondary level should prepare students for a specific occupation, (b) occupational education is necessary, (c) major emphasis should be placed on skill development, and (d) occupational education programs are not difficult to administer.

Changes Needed in Occupational Education

Changes accorded top priority, regardless of group or district, were the following: (a) allocation of funds on a more flexible basis, (b) total funding by the State for occupational education, including 100% funding of teacher salaries, (c) joint efforts in curriculum planning between high schools and community colleges and technical institutes, and (d) more realistic guidance services.

Barriers to Improvement of Occupational Education

Barriers to the improvement of occupational education programs recognized by at least 75% of the administrators were the uncertainty and the inadequacy of State-alloted funds. Other barriers suggested by 50% to 74% of the administrators were (a) the lack of communication between various groups of people involved in the educational process, (b) guidance personnel unprepared to communicate with students about occupational education, and (c) dependence of programs on funding at all levels.

Nature of Use of Advisory Committees

Support was given by more than 80% of the administrators to the following functions of advisory committees: (a) aid in planning the program, (b) aid in evaluating the program, (c) help in publicizing and promoting programs, and (d) interpreting regional needs and opportunities that affect occupational education programs.

Instructional Personnel

The aspects which 75% or more of the administrators considered descriptive of their instructional personnel were practical work experience relevant to their teaching field and the establishment of satisfactory relationships with administrative personnel and with students. Aspects of instructional personnel also considered descriptive by 50% to 74% of the administrators were professional preparation, continuing relevant work experiences, and the establishment of satisfactory relationships with business and industry personnel, academic instructors, and guidance personnel. Administrators considered their instructional personnel as least adequate in their preparation for meeting the needs of disadvantaged and handicapped students.

Facilities

A majority of administrators considered only one aspect of their facilities, safety requirements, as adequate. Approximately two-fifths of the administrators reported that their facilities were adequate in terms of adaptability to program needs and number of trainees to be accommodated. The aspects of facilities considered least adequate were amount of space and provisions for independent study areas.

Equipment

Equipment was regarded as safe, functional, and up-to-date by a majority of the administrators, but was considered to be available in sufficient quantity and variety by less than 50% of them.

Instructional Materials

Instructional materials were considered sufficient in quantity, up-to-date, relevant, and appropriate by approximately three-fifths of the administrators. Only 40% of the administrators, however, indicated that materials were available which were designed for various rates of learning.

Community Support

A majority of the administrators considered community support for their programs to be adequate. The least descriptive aspect was that of employers granting credit in training programs for training received in school programs.

Adequacy of Funds

Funds for purchasing instructional materials, replacing equipment, and maintaining facilities were regarded as adequate by only two-fifths of the administrators; whereas, funds for salaries were regarded as adequate by three-fifths of the administrators.

One-half of the administrators interviewed reported that funding for occupational education was totally inadequate.

Groups of Persons Served

Assessments of programs as to provisions made for various groups of people revealed that 50% to 75% of the administrators reported programs for the socio-economically and academically disadvantaged, the academically and non-academically talented, and females. However, only one-third to one-half of the administrators reported programs for the physically and mentally handicapped, post-secondary students, adults, and dropouts. The data revealed a secondary/post-secondary split in that more post-secondary than secondary administrators indicated that their programs provided for the physically handicapped, the academically talented post-secondary students, adults, females, and secondary school dropouts.

Administrators considered the factors most responsible for lack of provisions for these various groups of people to be limited funds, limited facilities, and a limited variety of programs.

Most Serious Problem

Many administrators, when asked what they considered the *most* serious problem associated with occupational education, listed items which had already been specified earlier in the report as changes needed or barriers to the improvement of occupational education, i.e., lack of funds and facilities, the image of occupational education, low salaries, lack of well-prepared teachers, too much red tape, lack of unity with academic areas, and lack of student interest in programs.

What Did the Instructors Say?

An evaluation of occupational education from the instructor's viewpoint was the object of a study made for the Council by the Department of Sociology and Anthropology, Western Carolina University.

A total of 233 teachers made usable responses to a survey instrument, and 47 additional teachers were personally interviewed. The teachers were representative of the occupational education teachers in public junior high schools, high schools, community colleges and technical institutes throughout the State of North Carolina.

A summarized version of their responses follows.

Question 1: *How do instructors perceive program objectives?* Teachers at all instructional levels define the major goal of their programs to be the transmission of job related skills.

Question 2: *To what extent do instructors perceive that program goals are being reached?* Instructors perceive the major goals of their programs as generally being achieved, whether they teach at the junior high/high school level or the community college technical institute level.

Question 3: *How do instructors perceive the nature of enrollees—number, how selected, composition, etc.?* Occupational education instructors in North Carolina feel that enrollment in their programs is increasing somewhat. They do not feel that the enrollment of minority students is increasing as rapidly as overall enrollment, however. They feel that their programs make adequate provision for most minority groups, except the physically handicapped.

Students get into occupational education programs primarily through personal choice, and most instructors see no need for change in the recruitment process.

Question 4: *What are instructors perceptions of the adequacy of facilities, equipment, and teaching materials?* Instructors express slight agreement that instructional materials and equipment are adequate, but they express ambivalence about the adequacy of facilities and funds.

Question 5: *What are instructors perceptions of the adequacy of "support" from selected individuals, groups, and agencies?* Of the list of individuals, groups, and agencies identified, local program directors were attributed greatest support. Parents of students were viewed as offering least. State area directors were viewed as of only slightly more assistance than parents.

Question 6: *How do instructors view the safety practices used?* Approximately one-fourth of the occupational education instructors do not view safety practices as relevant to their programs. When safety practices are defined as relevant, almost all instructors considered current practices as either generally or completely adequate.

Question 7: *What do instructors perceive to be the nature and extent of the use of Citizen Advisory Groups?* Slightly more than half the occupational education instructors in North Carolina report the existence of a citizen advisory group for their programs. Such advisory groups are much more frequently reported by community college/technical institute instructors. When advisory groups exist, they typically have eight members and meet twice annually with an average attendance of six. The contributions of citizen advisory groups are thought to be primarily public relations, sources of job market information, and assistance in job placement.

Question 8: *What do instructors perceive their needs to be in the area of professional development?* More than eighty percent of the occupational education instructors in the state feel a need for some professional development programs. Among potential areas specified, greatest need was expressed in regard to technical subject matter and teaching methods.

Question 9: *What changes do occupational education instructors see as needed in their programs* Among first mentioned changes, curriculum, teaching materials and methods, and students were named most frequently. Among second named changes, administration and organization was the most frequently cited.

Question 10: *What do instructors perceive to be the major barriers to program improvement?* When given an opportunity to describe obstacles in their own terms, instructors emphasized two things: finances and administration/organization. When asked to indicate the extent to which several specified factors constituted barriers to program improvement, plant space was viewed as the greatest barrier; teacher overload was second; enrollment-attendance was third; and equipment-supplies was fourth.

PART III. CITIZENS' VIEWS ON OCCUPATIONAL EDUCATION

P.L. 90-576 mandates that the rules for State Advisory Councils on Vocational Education must provide for not less than one public meeting each year at which the public is given opportunity to express views concerning vocational education.

The State Advisory Council in North Carolina has done this in a number of ways. While all its meetings are open to the public and everyone attending is invited to participate in discussion, at least one special emphasis each year is given to the solicitation of citizens' views. For Fiscal Years 1970 and 1971, time during a regular meeting of the Council was designated for this purpose. Approximately 15 people were present to present views or observe for each of those meetings. In Fiscal Year 1972, the Council teamed with the State Department of Public Instruction and the Department of Community Colleges to conduct three regional forums on occupational education. Attendance totaled approximately 600. A similar procedure was used for Fiscal Year 1973 except there were eight regional forums and a total attendance of approximately 800.

The forums for the current year followed a new format. Sponsors of the forums for Fiscal Year 1974 included the State Advisory Council on Vocational Education, the State Department of Public Instruction, the Department of Community Colleges and the North Carolina Vocational Association. Early planning had called for forums in 17 locations in the State—one in each of the 17 North Carolina Multi-County Planning Regions. The energy crisis forced a change in plans. Instead of 17 forums it was decided to set up small groups all over the State for the viewing of a special program on occupational education originating in Raleigh and carried on the eight stations comprising the University of North Carolina Education Television Network. At noon on April 25, 1974 reports had been received as follows:

Number of Discussion Group Leaders Reporting: 112.
Total Number of Participants: 1,684.

Number of Lay Citizens	676
Number of Educators	702
Number of Students	249
Participants Unidentified	57

Program Reception: Good 72: Fair 25; Poor 9; Not Indicated 6.
Program Message: Good 71: Fair 24; Poor 9; Not Indicated 8.

Following the 20 minute television program the groups were asked to discuss the following questions and report a summary of key points made during the discussions.

1. Who should occupational education programs be for?

The general consensus was that a variety of programs should be available from which students could freely select. Occupational education programs should not be restricted by ability levels or other such methods of grouping students. Good career awareness and career exploration programs and good guidance programs should be available to assist students in program choices. Student interests and aspirations and reasonable ability to succeed should be criteria for entry. However, *all* students should be eligible for enrollment.

2. How well are our local programs doing?

Most groups thought local programs were doing well given the restrictions faced by many of limited funds, programs, facilities, equipment and materials. A few indicated that certain programs were just average. A concern was expressed many times about the need for a higher percentage of students to be enrolled. Some concern was expressed that girls are not served as well as boys. There was a gap in several instances in the serving of high school dropouts and other out-of-school youth between 16 and 18 years of age.

3. What ought to be done statewide or locally to improve occupational education?

Some of the recurring points included:

(1) Increase funding levels.
(2) Inform the citizenry.
(3) Base programs on projected manpower needs.
(4) Broaden the programs.
(5) Improve the administration of programs.
(6) Up-date equipment.
(7) Improve guidance programs.
(8) Do a better job of clearly establishing goals.
(9) Improve program articulation between levels.
(10) Continuously evaluate and up-date programs.
(11) Need for stronger state-level policies and leadership.
(12) Increase communication between educators and the business and industry community.

Then each participant who desired was requested to express in writing "your honest opinions or thoughts about what occupational education is, who it should be for, how your local schools are doing, how occupational education programs can be improved, what changes you would like to see, or *anything else* you want to express about the programs." So far written views have been received from 838 persons.

A cursory preliminary analysis of the written views indicates that:

A. We like these points:
1. Programs needed and helpful.
2. Quality and quantity of programs increasing.
3. Outlook encouraging.
4. Reaching more people.
5. Becoming vital part of educational system.

B. These are our concerns:
1. Program offerings too limited.
2. Too many low quality programs and teachers.
3. Inadequate facilities, equipment, materials.
4. Little public understanding—image bad.
5. Mission not clear.
6. Inadequate secondary—postsecondary planning and coordination.

C. We believe you ought to:
1. Seek to expand offerings.
2. Emphasize quality.
   (a) Better selection and training of teachers.
   (b) Provide more funds for facilities, equipment, teaching materials, supplies.
   (c) Provide better counseling, student selection.
   (d) Provide better learning conditions.
   (e) Better organized, planned, and futuristic programs.
   (f) Provide training for administrative personnel.
3. Improve secondary—postsecondary planning and coordination.
4. Plan for continuous public involvement.

5. Begin programs at the middle or junior high school level and provide a continuum of programs thereafter.

6. Do a better job of matching programs with opportunities in the job market.

7. Provide more career exploration programs to assist students in the making of career choices.

8. Emphasize public understanding of programs at both the secondary and postsecondary levels.

9. Improve and emphasize placement efforts of schools.

PART IV. RECOMMENDATIONS

1. The development of any new vocational education legislation at the Federal level should take into consideration the provisions of Title X of the Educational Amendments of 1972.

2. Federal allocations for vocational education should be greatly increased over the next five years.

3. Legal and administrative coordination should be provided in all Federally supported manpower and Vocational Education programs.

4. The concept of *forward funding* should be implemented immediately.

5. A permanent "carryover" provision allowing obligation of and/or expenditures of funds for a two-year period should be legislated.

6. New vocational education legislation with the following features should be enacted:

a. Simplified State Plans should be required on a 3–5 year basis.

b. State Advisory Councils should be required. Membership categories should be revised and some continuity of membership assured. Direct Federal funding should be continued.

c. Block grants should be authorized as follows: (1) Programs for Students In Grades 7–9. (2) Programs for Students in Grades 10–12. (3) Programs for Out-of-School Youth, Postsecondary Enrollees, and Adults.

d. "Set-asides" or "categorical funding" should be limited to ancillary areas and their funding should "float" as a percentage of each block grant. Such areas should include: (1) Administration. (2) Research and Development (including Curriculum Development, Evaluation, and Dissemination). (3) Professional Development (Divided between Institutional Teacher Education support and In-Service Activities). (4) Evaluation. (5) Vocational Guidance (Including Placement and Follow-Up).

e. Assurances of non-discrimination because of sex, race, nationality, or economic, social, physical, and/or mental handicapping conditions.

f. Assurances of non-commingling with academic education funds.

g. Definitions should be broadened to include career exploration of any recognized occupation or career area (including those classified as "Professional"), and the career exploration and occupationally oriented skill development phases of industrial arts and business education.

h. Expand the *Statement of Purpose* of the Act to clearly include vocational decision-making (career exploration) as a major purpose. The purposes should also reflect the intent to insure proper articulation and promotion of a continuum of programs and services to insure smooth and easy transition of students between program levels.

The State Advisory Council would be deeply pleased to furnish additional information if requested by the Committee.

Thank you very much.

Chairman PERKINS. Our next witness is Mr. John R. Guemple, associate commissioner for occupational education and technology, Texas Education Agency, Austin, Tex.

I am sorry we have kept you here so long. I have known you a long time and you have been very helpful to the great cause of education. You have a great State department and we are delighted to hear from you.

STATEMENT OF JOHN R. GUEMPLE, ASSOCIATE COMMISSIONER, OCCUPATIONAL EDUCATION AND TECHNOLOGY, TEXAS EDUCATION AGENCY, AUSTIN, TEX.

Mr. GUEMPLE. Thank you, Mr. Chairman. I am John R. Guemple, associate commissioner for occupational education and technology with the Texas Education Agency.

I am here to represent the broad interests of vocational education programs within the State of Texas, to describe to you what contributions vocational education has made to the citizens of my State over the past 5 years, what contributions I feel it must make in the future, and the kinds of assistance needed at the Federal level to support its growth and development.

I have a prepared statement but I would like to summarize the contents, if I may.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record immediately following your testimony.

Go ahead and summarize. Give us suggestions you feel we might follow.

Mr. GUEMPLE. I did want to come and make some statements to you that I really feel very deeply about insofar as education, as a practitioner at the State level, and as a former director of a community college in Texas.

I guess the basic thing I need to talk about is where are we going. That has been an ongoing problem, I think, with a lot of us. You have heard testimony that this money is late coming and it is difficult to plan when you do not know how much you are going to have. As a general rule, the game plan has been upward and onward.

I brought some extraneous statistics which mean a great deal to me but maybe not to many other folks. It is interesting to look at trends. If you recall the Vocational Education Act of 1963, it was not really funded until fiscal 1965. In that year, the Federal allocation of funds to the State of Texas went from $2.6 million to $9 million.

Now, nothing real strange happened in State financing until a lot farther along. But there was an amazing transformation in local schools because in that one year alone, the local school commitment went from $1.3 million to $7.6 million in our State. The thing I find important from that time forward with the exception of 2 years, is the enrollments have gone up significantly and steadily. Local State commitments have gone up, with the exception of the 2 years when there was actual slippage of the Federal dollars reaching our State. But the enrollments have gone up. In that one period, 1969, we lost 100,000 enrollment in our State. It was not until 2 years later that we got back to where we were and then proceeded from there.

The one thing I think which has been significant is the first year we received this, our total resources in the State of Texas was $41 million, $9 million Federal, $25 million State, and $7.5 million local. This last year, which we have just completed accounting records on, we had $150.5 million.

Chairman PERKINS. That is a long jump from what you started with.

Mr. GUEMPLE. That is quite an increase. The significant thing is the year before that large infusion of dollars, the local contribution was

$1.3 million. In other words, the local contributions have increased tenfold. All of that is to say one thing: How do you change the teaching, learning environment because that is really what we are about in education? How do you dramatically affect what is happening with the students? If I perceive at all what has occurred in this intervening time, it is with the Vocational Act in 1963 and the Vocational Amendments of 1968 and all the other kinds of things that have happened, those appear to be real milestones to me. The Federal Government by these funds has transformed State departments of education into some kind of an animal that ain't what it used to be. We are somewhere between a change act in a very real way in education and leadership organization convincing other people to be change acts and saying here are some dollars if you want to make a change, you can tell us what your idea is. If we think it has promise, we are willing to let you try something and the thing is here.

My point is, in this intervening 9 years something dramatic has happened that nobody could have predicted. The State requires local school districts to plan better and the Federal makes the State provide better.

The local districts sought ways to implement changes. In 1963, when we first got the money, we took a little bit of that money and said, look, we have all the vocational institutions. There are some people hard to deal with. We have Mertoplex down in Houston. Not much is being done down there. Dallas, Fort Worth, El Paso are all unique. We said, in effect, let us divorce ourselves from telling them what ought to be done down there. Let us give them some money and let them develop some local programs. So we said here is some money to help you pay for some people. You put them on your staff, develop your own plans, and they did. In 1969, 4 years later, we got a State statute giving the State board the authority to allocate supervisory units to any institution in the State with a vocational program. We now have over 200 supervisors in our State and the planning expertise they are beginning to gain is fantastic. They are beginning to make some dramatic changes in the way teachers teach, the way kids learn.

Second, when we got that first infusion of dollars, we said that we had been hearing about more counselors being needed, so we funded for 18 more counselors. Later the State board said that was a good idea, why don't you do that for all those who ask for help. We have over 200 who are now paid out of State funds.

There are still some areas we have a problem in and I need to talk about an example there, I guess. When we first got our directions under the 1968 amendments to spend that percentage of money for handicapped, we said fine. We designed a program, did some research, did some curriculum design with the rehabilitation people and the special education people and the schools for the mentally retarded and the State programs for the handicapped, visually and hearing handicapped.

Then we put that program into place. That is a formal State-adopted program and we have teacher units charged automatically. We do not need Federal funds for these programs because they are tried and tested. We are using this set-aside money for some of the supplementary types of things and we have programs now serving 12,000 students. We have 8,000 identified students already tested. We know what kind of vocational program they could benefit from and there is no room for them at any of the schools because you cannot use the 10 percent set-aside money to create facilities to house programs. It has been my experience in going to the legislature every 2 years that there are certain things we do not have to beg for. We ask for postsecondary money and we get it, State money. We do not need to worry about the availability of Federal funds such as that.

In my prepared statement there is a table of enrollments which shows certain statistics as to enrollment.

Several years ago the people who were parents and concerned citizens of handicapped children went to the legislature and said, look, we need a handicapped program second to none, and we got it. Today that appropriation is twice as much as the State appropriation for vocational education. The people in the U.S. office tell us, you not only lost your 10 percent set-aside, some of which we need for guidance programs, curriculum development, et cetera, you lose all your State allocations because that is a set-aside in a large amount. If you do not spend it all, you lose it all, at least the 10 percent.

Now, I guess the problem really is when the pinch comes in some areas. Yet you have in another program area more than you could reasonably use; the tendency is to take some away here and put it over here, where you need it. Maybe we need more money for handicapped. In our State, we have a general statute to the effect that any public school district that wants to send children to a private school, a junior college, receives $497 cash for the instruction per year. They keep all their regular State aid for that student, too. Also, they receive transportation allowances for those students.

Chairman **Perkins**. How much money does the handicapped child receive under the Texas law and under the Federal programs? Will you include that information in a letter to me?

Mr. **Guemple**. I do not run the State hospital program.

Chairman **Perkins**. We want to see how far we should go in expanding handicapped programs.

Mr. **Guemple**. You mean the State school for the physically handicapped?

Chairman **Perkins**. Yes; you operate those. Of course, we set aside so much for title I. Please give me the entire breakdown. I do not know of another State which has such an outstanding handicapped program as your State has. I might be wrong; California might have such a program, but I have never heard of one. I would like you to develop that information for me.

[The information referred to follows:]

TEXAS EDUCATION AGENCY,
Austin, Tex., June 7, 1974.

Hon. CARL D. PERKINS,
Member, U.S. House of Representatives,
Rayburn House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: When I presented my testimony before the House General Subcommittee on Education in Raleigh, North Carolina, you asked the amount of Federal funds that are used in the School for the Blind and Deaf in Texas in comparison with the amount of State money that is used

The State funds amount to nearly four and one-half million dollars, and Federal funds amount to $2,336,983. Enclosed is a sheet with the funding breakdown.

If I can give you any other information concerning any programs in Texas, please do not hesitate to call on me.

Sincerely,

JOHN R. GUEMPLE,
Associate Commissioner for Occupational Education and Technology.

Enclosure.

TEXAS SCHOOLS FOR THE BLIND AND DEAF (UNDER THE STATE BOARD OF EDUCATION)

Method of financing for fiscal year ending August 31, 1974:

(1) General Revenue Appropriation	4,420,585
(2) Federal Revenue Sharing	1,658,130
(3) Federal Programs	
a. American Printing House for the Blind	18,700
b. School Lunch	39,833
c. ESEA Title I	395,388
d. Vocational Education	115,853
e. ESEA, Title VI	30,079
f. ESEA, Title III	69,000
g. USDA (Commodities)	10,000

Mr. GUEMPLE. We have a couple of unique things that should be brought to your attention. We have in our State law an educational program in the prison system. We have used some Federal money for enriching the program of materials and hardware. We also have a very interesting and unique situation coming up where we have been able to plan with industry on a statewide basis a structure for trying to do something differently. Le me briefly describe that for you.

We have attempted to set up a statewide advisory group representing each of the 15 career clusters. Three of those are described in an attachment to my testimony.

Chairman PERKINS. Let me thank you very much for an excellent testimony. You have been very helpful to this committee.

Mr. GUEMPLE. Thank you.

[The prepared statement of Mr. Guemple follows:]

PREPARED STATEMENT OF JOHN R. GUEMPLE, ASSOCIATE COMMISSIONER FOR OCCUPATIONAL EDUCATION AND TECHNOLOGY, TEXAS EDUCATION AGENCY, AUSTIN, TEX.

I am John R. Guemple, Associate Commissioner for Occupational Education and Technology with the Texas Education Agency. I am here to represent the broad interests of vocational education programs within the State of Texas, to describe to you what contributions vocational education has made to the citizens of my state over the past five years, what contributions I feel it must make in the future, and the kinds of assistance needed at the Federal level to support its growth and development.

Mr. Chairman, my main purpose in appearing before you today is to say something I consider important which I have neither heard nor read in the testimonies of others appearing before Congressional committees. During the past fifteen years, the emerging role of state education agencies has been to develop experience and expertise in the area of educational leadership toward change in the teaching-learning environment. They have been able to assume this role, in large part, due to the infusion of federal dollars which could be used to influence the way state dollars were spent. Investments have been made in the discovery of new educational environments and the exploration of new educational techniques and devices, and the return on these investments has been tremendous in terms of program growth and innovation.

Most of the funds supporting new program development within the field of vocational education are provided through Federal legislation. State and local funds for vocational education—which in Texas amount to more than one hundred million dollars each year—are largely taken up with the support of ongoing programs. In contrast, Federal funds, amounting to about twenty percent of the total expenditures for vocational education in Texas each year, largely support the much-needed research and innovation which provide for continuing refinement of state and national education programs, projects, and procedures. That is to say, Federal funds are primarily needed—and used—not to bear ongoing costs, but to enable the states to initiate change in the educational system.

The Vocational Education Act of 1963 and its Amendments of 1968 provided a clear mandate to state departments of education to initiate such change—to broaden the scope of vocational education to provide "persons of all ages in all communities of the State" with training "which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training." Since the passage of this landmark legislation, great strides have been made in all program areas. Vocational education, once blunted by lack of legislative support and public favor, is now the cutting edge of educational development.

In the State of Texas alone, enrollments in vocational education programs increased by more than 60,000 last year; they are expected to increase by another 70,000 this year. Enrollments in special programs for the disadvantaged increased from approximately 96,000 in 1972 to almost 115,000 in 1973 and will expand again this year. In 1973, 12,000 students enrolled in special vocational programs for the handicapped; almost 300,000 students enrolled in adult vocational education programs, services, and activities.

Such growth has been generated in large part by the many innovative programs and projects established during the past five years. We in Texas have developed a procedure for initiating orderly, planned educational change. Let me give you the benefit of such of the experience I have had in an exciting effort to marshall the resources of industry, business, labor, and education using the career education concept as a focal point for change.

We began with the premise that the kinds of changes necessary in vocational education are twofold: to expand the kinds of training available to our citizens, and upgrade that training to suit the changing requirements of increasingly complex and technological occupations. The first step toward producing change, then, must be to assess the specific needs of Texas businesses and industries.

To do so, we have created advisory councils in occupations within three of the fifteen U.S. Office of Education—identified career clusters, councils composed of key members of Texas business, industry, organized labor and education. Five more such councils will be established within the next two years, and we hope in a short time to have representative councils in each of the fifteen clusters.

With the state agency as coordinator, members of each of the three councils have met to discuss issues and needs. The data generated from these meetings have been fed into research and development projects within the field and then into curriculum projects. Once a curriculum has been developed, it is implemented and field tested in selected pilot schools. After field testing and appropriate review and revision, the new curricula will be made available to all vocational programs. Finally, the change must be installed in teacher education programs—both preservice and inservice.

The procedure for educational change, then, consists of carefully sequenced steps: needs assessment; research and development; field testing, evaluation, and modification; and regularization. We have successfully employed this procedure in a number of significant developmental programs established under the aegis of the 1968 Amendments.

One of these is vocational education for the handicapped, initiated as a pilot program under the direction of the Texas Education Agency's Division of Occupational Research and Development in 1969. The program expanded to include more than 200 teachers by the time it was incorporated into the regular program budget in 1972. Currently, 244 teaches in 76 school districts and 15 state schools and hospitals provide special instruction to approximately 12,000 handicapped youth and adults in vocational areas related to homemaking, industrial, agriculture, and office education.

In addition, supported by State and later by Federal funds, Texas in 1969 initiated pilot projects in occupational orientation—a national educational priority since former U.S. Commissioner of Education Sidney P. Marland's endorsement of career education in 1971. We began with 31 teachers in 10 projects; this year 146 teachers in 38 public schools of all sizes in all regions of the State are participating. These programs emphasize career awareness at the elementary level, orientation and investigation in the middle schools, and occupational preparation in high school; they serve more than a quarter of a million students in grades kindergarten through twelve.

These programs and others helped to change the scope and orientation of vocational education in Texas—change which has been badly needed for many years. Change is an essential element in any functioning educational system. It is particularly necessary if our programs are to continue to fulfill the goals for education outlined by the 90th Congress. However, what I seek for vocational education—and what I believe you seek—is change which meets the specific needs of our society, which has been carefully planned and designed to meet specific objectives, and which may be sustained and incorporated into existing systems.

I firmly believe that state agencies must continue their leadership efforts for desirable, orderly, planned changes in the teaching-learning environment. To do so, we must have Federal legislative support. It seems to me that the Federal legislative enactments for vocational education should provide the means for educational change. They should provide direction to the states by identifying national educational priorities and goals; at the same time, they should allow sufficient flexibility that each state might develop and implement programs and procedures which meet its particular needs.

The 1968 Vocational Education Amendments addressed a number of significant educational issues and established priorities by mandating a certain percentage of state allocations to be used for programs serving the handicapped and the disadvantaged. However, although its provisions generated much needed development in these important educational areas, in many cases it restricted attempts to expand vocational offerings. For example, in fiscal year 1974 the State of Texas has found itself with insufficient funds to fully implement planned programs for the handicapped yet with more funds than can be utilized for disadvantaged programs—and the Act has prevented us from achieving a proper balance.

Other constraints compound the difficulties. The Act stipulates that no set-aside funds may be used for facilities construction or for teacher preparation. While the Texas Education Agency has been blessed with a state legislature consistently generous in its allocations for programs serving handicapped and disadvantaged students, no state funds have been made available to construct facilities or train teachers in these instructional areas. The result, in some instances, has been zero program growth. A report from one of my program directors which recently crossed my desk stated that the number of teachers of Vocational Education for the Handicapped could quickly be doubled, "if teachers, facilities, and equipment were available."

The 1968 Amendments, then, provided direction for vocational educational development over the past five years; however, they were not sufficiently flexible to allow states to establish programs which fully address their unique problems. I hope the 93rd Congress will propose and approve legislation which provides this additional flexibility. We in vocational education seek legislation which will grant each state greater discretion to allocate funds in proportion to its particular program needs; legislation which will broaden the scope of vocational education to include prevocational activities at the elementary level and funds to construct facilities and train teachers, which will simplify the flow of monies to program areas.

What I seek, what I believe other vocational educators seek, is balanced legislation. We seek Congressional leadership in the identification of national priorities and issues; we seek the resources and authority to address these issues as they confront us in our own states. With the direction provided by Congress in the past, occupational education has been expanded and improved to become one of the most vital and significant components of the modern educational system. It is my belief that you will continue to build upon the foundation established by the 88th and 90th Sessions of the Congress, that with your national leadership and the knowledge and experience of state agencies in developing new programs to meet specific local needs, occupational education will continue to provide the training and experience so imperative to the members of a technological society.

ATTACHMENT A

VOCATIONAL EDUCATION ENROLLMENTS IN TEXAS

	1963	1969	1973	1979[1]
Secondary	167, 209	237, 222	349, 478	589, 003
Postsecondary	5, 973	33, 778	62, 708	123, 158
Adult	243, 373	218, 680	298, 850	382, 935
Total	415, 555	489, 680	711, 036	1, 095, 096

[1] Projected enrollments.

Chairman PERKINS. Our next witness is Dr. Cayce Scarborough, professor, Department of Adult and Vocational Education, Auburn University, School of Education, Auburn, Ala.

Thank you for staying with us.

STATEMENT OF DR. C. CAYCE SCARBOROUGH, PROFESSOR, VOCATIONAL AND ADULT EDUCATION, AUBURN UNIVERSITY, ALA.

Dr. SCARBOROUGH. I am pleased to be here. I appreciate it very much.

In the interest of time, I will try to summarize my prepared statement.

Chairman PERKINS. Without objection, your statement will be inserted in the record.

Dr. SCARBOROUGH. The problems of vocational teacher education do not begin or end at the univerity but start out in the communities. The No. 1 job of vocational education is to get people and programs together. Then the job of teacher education is to help prepare people to do that very thing in the realm of teaching or coordination. That is my concern here today.

Very briefly, I will try to take a situation and what I see as the need and a very brief recommendation for teacher education as I see it.

My background is in agricultural education but I have worked with people in all areas of vocational education. This changing situation makes it difficult for teacher education to do as much as we would like in helping teachers and coordinators.

The appropriation under the Smith-Hughes Act, you will recall, was so much for agriculture and home economics, for teacher education, et cetera. This resulted in the teacher education programs being literally scattered in different parts of the State. Here in North Carolina, home economics was over in Greensboro, agriculture was here, and so on. So the programs grew up in different institutions throughout the different States. This varied somewhat from State to State where there was a university such as is in your home State, Mr. Chairman. More frequently, like in this State or South Carolina, for example, the teacher education programs grew up in different institutions which makes it a little difficult to serve so many different types of services which have been set up.

I think the big need in teacher education is for more comprehensive and better coordinated programs in the various States. We have made some effort to do this in every State. Institutions where there are a number of these programs, such as at Auburn, we have all the vocational programs except for the health occupations in one department. We are adding that next year. But in many States like North Carolina, for example, this does not exist.

So we have a need for a better coordinated teacher education program. It is very difficult to come about because we are scattered geographically over the State. Efforts have been made through the encouragement and help of the State advisory council. There is a study which has been made in this State about the status of vocational teacher education but we still need more structure for getting this job done.

So the summary of the needs would be that we have a more comprehensive and coordinated program, at the same time not losing the value of the specialized program. I think it is a big mistake to eliminate home economics, distributive education, and so forth as a field, because then you do not have anything to coordinate. Today, a jack of all trades and master of none is not a good situation for a person to go out into the world of work. There is a need to hold to our specialization. My recommendation is that each State be required to develop, to share in Federal funds for teacher education a coordinated program.

Now, for example, are the students in home economics going to learn about agriculture and other areas? Where are teachers and coordinators going to get their needed in-service education?

Mr. Chairman, again I am not asking that we have more and bigger programs, just the opposite. We must have teachers and coordinators to do what they are supposed to do. My recommendation is that as part of the State plan, somewhat like the EDPA supplement plan, each State should be required to show how they will have a coordinated program. The way this would work out is that you would have an understanding of the other vocational programs. Then at the masters and doctorate level, it would be vocational education. There are many States that are working at this. The State of Illinois has such a plan. They have a very strong coordinating council in which they coordinate programs. I had the privilege of working with the State of New Hampshire and they have a very difficult problem. They have a few people scattered over a large area of the State. They have three institutions involved in a coordinated masters degree.

Finally, we need more visibility as well as dollars. We need to pick up at least this idea from the old Smith-Hughes Act. We need a 1975 model of the Smith-Hughes Act. You may recall, there was a certain percentage to be spent on teacher education. In those days, it was though the State director's office and coordinated with the college concerned. There is some discussion whether this should continue. In my mind it is fine, have them all related and working together. But I think it is awfully important that the legislation have visibility for teacher education programs and some sort of minimum funding for teacher education. The way this would have to be done is for this to be a part of the Federal legislation. I am basically a States right person but it is amazing how much a Federal dollar in programs will do and how much influence it has in cutting across the entire country. The EDPA programs, which have been very wonderful programs, have in some instances placed burdens, because there were no additional persons or dollars directly available for a vocational educational program, to take on this additional program.

So I am recommending that you not allow the matter of teacher education to be put off in some ancillary classification. Teacher education must be a part of any program in vocational education if this is to do what it should. One other reason this must be written in is that we have a lot of new people in new positions. The gentleman from South Carolina mentioned about his area schools. The people who run those need special training in order to do a good job. So I would recommend any future legislation contain visibility for teacher education not only in name but in dollars. I am not asking for certainties in times of uncertainties, but I think the teacher education programs should be as certain as any other phase.

Thank you.

Chairman PERKINS. Thank you for calling the importance of teacher training in education to our attention. It is something we cannot afford to overlook. That subject matter will receive thorough consideration from the committee.

Mr. Andrews?

Mr. ANDREWS. I have no questions.

Chairman PERKINS. Thank you.

[The prepared statement of Dr. Scarborough follows:]

PREPARED STATEMENT OF C. CAYCE SCARBOROUGH, PROFESSOR, VOCATIONAL AND ADULT EDUCATION, AUBURN UNIVERSITY, AUBURN, ALA.

Mr. Chairman and members of the subcommittee: I am Cayce Scarborough, Professor, Vocational and Adult Education, Auburn University, Auburn, Alabama. Although I am a native of Alabama and spent the early years of my professional life there, I have been back there for only a year. The intervening 25 years were spent right here at North Carolina State University, the site of your hearings, so I feel at home.

My statement will be confined to Vocational Teacher Education. Two major reasons. *First*, this is the area that I have been working in for many years. Not only in North Carolina and Alabama but I have worked or taught in Michigan, New York, Minnesota, Georgia, Florida, Tennessee, West Virginia, Colorado, Mississippi, and Maryland. In addition, I have worked closely with Vocational Teacher Educators in all states while serving as President of the American Association of Teacher Educators in Agriculture. It was in this capacity that I first contacted Chairman Carl Perkins while legislation for the 1963 Vocational Education Act was being drafted. My background is in Agricultural Education, and my references will be largely from Ag Ed since I know this field best, but I believe that they have validity for other areas, too. In recent years I have been working with vocational educators and graduate students in all areas of vocational education. *Second*, in my opinion, teacher education has been neglected in recent legislation for vocational education. Both in visibility and in dollars.

My statement will be made along the following outline:

I. Introduction, setting forth the problem People —— Program
II. The Situation in Vocational Teacher Education
  A. Programs (and People)
  B. Organization
  C. Financing
III. The Need in Vocational Teacher Education
  A. Programs (and People)
  B. Organization
  C. Financing
IV. The Recommendation for Vocational Teacher Education
  A. Programs (and People)
  B. Organization
  C. Financing

I. INTRODUCTION

The Problem

The problem in teacher education does not start at the university. It starts with the people needing vocational education for improving their lives out in the communities where they live. This is the beginning and the end of vocational education. All other programs and activities are developed to better meet the needs of the people for whom the local program is designed. The people who developed the Smith-Hughes Act of 1917 saw this relationship very clearly. They built in teacher education specifically for that very purpose, not just to include a program at some college as part of the Act. To make certain that this basic intent did not go astray before reaching the intent of the Act, some specific requirements were included. For example, note these key points in the Smith-Hughes Act.

1. Provided for a permanent and continuing appropriation for the preparation of teachers, supervisors and directors for the subject field (Agriculture, Home Ec, etc.).
2. Made it mandatory for each state accepting the provisions of the Act to use the minimum amount appropriated for the training of teachers in order to secure other benefits.
3. Required State Boards to prepare state plans for vocational education including plans for training of teachers.
4. Stipulated that funds appropriated for the preparation of teachers be matched dollar for dollar by the State or local community or both and used for the maintenance of such training. Furthermore, that not more than 60 nor less than 20 per cent of the money appropriated to any state in any year shall be expended for teacher education in the subject field.
5. Prohibited the use of funds for purchase, erection, preservation, or repair of any building or equipment or rental, etc.
6. Required coordination of teacher education programs with the State Board.

It seems clear that the vision for teacher education was an essential link in providing leadership for the local programs of vocational education. Also, that it was to be planned and financed through the 3-day process of Federal, State, and local concept. All this for the local teacher so that the local people could work with him/her in developing needed vocational programs. The implementation of this concept was perhaps a key factor in the unquestionably effective vocational programs resulting from the Act.

The Concept

The concept underlying my statement is that the purpose of any teacher education program is, ultimately, the people to be involved in the programs out in the communities. The BIG problem facing all educational leaders is to get the people and the program together. It is a continuing problem so that the programs will indeed meet the needs of the people. Both must "give a little" in order for the effectiveness of the program to be realized. But if one must give more than the other, let it be the program. Else, why the program?

PEOPLE Needs—PROGRAM Goals

II. THE SITUATION IN VOCATIONAL TEACHER EDUCATION

The situation in Vocational Teacher Education is part of the problem in meeting today's needs of teachers and other personnel in vocational education. This is a result of changing conditions with not enough change in programs. This section will explore briefly how this situation developed.

A. Programs and People

In the years following the Smith-Hughes Act of 1917 teacher education programs developed, naturally, given the situation at that time, around the subject areas in vocational education. Agricultural Education at the agricultural colleges, Home Economics where college-level Home Economics was strong, etc. Later, as other vocational areas were identified and teacher training programs developed, they, too, were located at the colleges where the subject areas were strong and the college administrators were interested in vocational teacher training programs. The location of these early teacher training programs differed. In some states where the Land-Grant College was also a State University, several of the teacher training programs were at the same institution. Looking at the states near us here, Tennessee would be the only one where several of the vocational teacher training programs developed at a University. In North Carolina, South Carolina, and Virginia, the programs developed at several different institutions in the state. Some of these, V.P.I. especially, have since developed comprehensive programs in Vocational Teachers Education. More later on this point.

B. The Organization

The major emphasis here is that the teacher training programs developed almost entirely along subject matter fields. That is, Agriculture, Home Economics, Trades and Industry, Business and Office, Distributive, etc. Many times there was no interrelationships. From the Federal level through the state department and the state universities to the local level it was along the subject field line. Likewise, financing was along the same lines based upon appropriations for Ag, Home Economics, etc. So, it was natural that such a development take place. This is not to criticize this develpment, there is hardly any other way that it could have happened, given the legislation and the conditions of the times. It should be added here that a major strength did result in this approach that is still essential. That is, the teacher was a specialist in his field of vocational education. (Parenthetically, the history of many programs being short-lived may be contributed to the fact that no provision was made for teacher preparation and maintenance. Earlier efforts at career education, for example.) Nevertheless, the fact that teacher education programs are often found widely scattered in a state does indeed present a problem to the modern need for more comprehensive and coordinated programs in Vocational Teacher Education, to be discussed later in this statement.

C. The Financing

As indicated earlier, the financing for teacher education was built into the Smith-Hughes Act. The impact of this financing was great. The dollars involved seem small by today's standards of Federal appropriations, even in education areas, but the vocational dollars resulted in rapid establishment of teacher training programs. To indicate the strong field orientation of these early pioneers some of them were known as Itinerant Teacher Trainers—mostly field workers in teacher education—'way ahead of their times! For many years, a common way to share the costs of the teacher education program was for the State Board of Education, to reimburse the college on a 50–50 basis for the costs of the teacher training program. Although there were problems in making needed adjustments from time to time, especially in providing curriculum materials and other in-service education needs, the cooperative arrangements offered advantages to all concerned.

III. THE NEED IN VOCATIONAL TEACHER EDUCATION

Perhaps the Number 1 Problem in any educational program is meeting the needs of people. However, it is easy to fall victim to meeting temporary needs while failing to meet the long range needs. Jumping from one crisis to another. In other words, how do we continue to hold on to enduring values within a program while making needed adjustments? These are important questions, I think, in assessing needs for educational programs.

Some educational needs are the result of changing socio-economic conditions of which we have little or no control. We as a society change our minds about what is important and thus deserving of priority for our attention and our tax dollars. Sometimes these changes are permanent, thus resulting in educational programs no longer being needed, even though these same programs met a societal need at an earlier time.

It is in this setting that we take a look at the needs in Vocational Teacher Education for the '70's and beyond. In so doing it is recognized that Vocational Teacher Education faces many of the same problems that are faced by all teacher education. A major one at this time is the matter of Competency-Based Teacher Education to be evaluated by performance on the job. This is nothing new to Vocational Teacher Education. One of the original Six Functions of Vocational Teacher Education recognized more than 40 years ago was the follow-up of graduates on the job as an evaluation of their training program as well as an effort to help the beginning teacher on the job. In other words an evaluation of the college program as well as the work of the young teacher.

There are, however, a number of urgent needs in Vocational Teacher Education to be indicated here.

A. Programs and People

Perhaps the Number 1 need in vocational education today is for more comprehensive programs out in the communities for young people and adults. No longer do we have needs of people that can be clearly identified as belonging to most of the people in a rather small geographic area and limited to that area. Mobility of population, wider variety of occupational choices, and many other factors combine to make the need for vocational education opportunities more comprehensive than ever before. This is even more complex when we consider the needs of the individual over and above the needs of a program. This may mean that the rural boy or girl may want and need the same vocational education opportunities as the city girl or boy. Yet "the same program" might miss both groups.

To add still further to the complexity of the problem of meeting needs is that of offering comprehensive programs without losing the value of specilization, the heart of any vocational program. In fact, without a specialization, there could be no comprehensive program. That is why the easy solution to become comprehensive by eliminating the special fields in vocational education is a dangerous approach. In fact, it is a myth and is destined to wreck a vocational program. There is little place in the world of work today for "a jack of all trades and good at none."

As indicated earlier, the task of teacher education is set to a large extent by the demand for local teachers anl leaders. Thus the complexities of the needs sighted at the local level are reflected in making needed adjustments in teacher education programs. An additional problem exists in many states, due to the geographical location of the universities offering Vocational Teachers Education programs. Still another new condition exists in that new programs and new people to direct and operate these programs have developed. These people need professional training different from that in the various vocational fields of Ag, Home Ec. etc. These will be identified in this section.

B. Organization

As a result of the growth of vocational education around the subject fields mentioned earlier, the teacher education programs are scattered, literally, throughout the state. This is the case in practically all of the states, more in some than others. Some coordination of efforts has been made in some states. These efforts have been along the subject field lines and across-the-board. For example, in many states all Home Economics Teachers Educators and Supervisors work together on common concerns. In some states, teacher educators in all vocational areas have organized and worked together on common concerns in meeting new needs for in-service education of vocational personnel finding themselves in new positions of leadership. For example, here in North Carolina, there has been for several years such an organization meeting on an informal, irregular basis. In recent years these efforts have been encouraged and supported by the State Advisory Council. A major result has been a Status Study of Vocational Teacher Education including a statewide 3-day conference. Incidentally, one of the resource people for that conference was the Coordinator of a similar statewide, structured plan for a comprehensive program of Vocational Teacher Education.

It seems clear that the urgent need is for a coordinated statewide program of Vocational Teacher Education that will be comprehensive in nature and meeting the new needs of new personnel while at the same time maintaining up-todate specialization within vocational education. A complex but possible task for any state, with necessary legislation at the Federal level. One possible approach will be indicated in the latter part of this paper.

C. Financing

Someone has said that the good old American way of solving any problem is to appropriate more dollars, especially if they are Federal dollars. This is not my argument here. A more important need in financing Vocational Teacher Education is for visibility and continuity. This is probably true for any educational program, but is made especially urgent for programs built into a college or university. Although some of the policies and regulations at these institutions need to change occasionally, the nature of these institutions does not make major changes easily nor readily. While this is not always a virtue it does have some value. At least, when you are talking about a 4-year program you are projecting needs for at least 5 years. Likewise, you can't produce professors instantly nor dismiss them the same way. Again, this system has some disadvantages but you could hardly build a faculty without some future. For these and many other reasons, financing on some specific minimum base as a continuing basis is necessary if we are to build a professional faculty to help develop and maintain the type of teachers and other leaders needed to develop local programs of vocational education to meet the needs of the people out in the communities.

Whether the funds for Vocational Teacher Education (Federal and State) are handled through the office of the State Director of Vocational Education, as has been done traditionally, or directly through the college or university where the Vocational Teacher Education programs are located is a question being considered in many states at this time. The point here is that there is an urgent need now for more certainty and continuity in financing programs in Vocational Teacher Education. This is not a plea for certainty in times of uncertainty, but rather a plea for financing of teacher education as certain as any other phase of the legislative programs for vocational education.

IV. RECOMMENDATIONS FOR VOCATIONAL TEACHER EDUCATION

Perhaps the best way to summarize my recommendations for legislation for vocational education would be to develop a 1975 MODEL SMITH-HUGHES Act! This would require more than updating, or even combining the best of the legislation from 1917 through 1972. More nearly like the work resulting from President Kennedy's Panel of Consultants on Vocational Education. By the term 1975 Model Smith-Hughes Act, I mean legislation that would have the impact on our needs today that the original had in the years following 1917. Here are some of the earmarks or essential elements of such a program, as I see them.

A. Programs and People

Current programs in vocational education, occupational education, and career education for all people, young and old, have placed new demands upon educational leaders and teachers—whether or not they want them. Such positions as Local Director of Vocational Education, found occasionally in large city vocational programs a few years ago, are now in all areas of the country, starting new programs and new institutions, such as Area Vocational Centers. New professional needs are everywhere. Few programs are available to meet these needs. New leaders for new programs with effective teachers are in demand in many places. These new positions are filled largely by those people who have been successful in one of the established fields of vocational education. She or he may or may not be able to make the needed adjustment for the responsibility of a director or coordinator of several vocational programs. (Incidentally, this creates needs for replacement in the established programs, often overlooked.)

In addition to new programs, there are needs for new approaches. The old prescription-type "answers" will no longer suffice. The experienced vocational person no longer "has the answer" because the problems are different. Thus there is much need for research and training for making the new programs meet needs The new program in Vocational Teachers Education needed for today would include the following:

1. Teacher Education programs, undergraduate and graduate, comprehensive in nature and including old, new, and developing vocational areas.
2. Research and Development programs, linked from the University to the field, and to the State Division of Vocational Education. Curriculum materials developed through extensive use of teacher committees.
3. Field Service. Offering local school systems consultant help in studying need for developing appropriate vocational education programs. Following up vocational teachers first year. Setting up, with local school systems, pilot programs to test promising innovative programs.

B. Organization

It is imperative that there be a comprehensive, coordinated program of Vocational Teacher Education in each state. Intent to cooperate and coordinate is not enough. There must be a specific system structured so that the needed coordination of all Vocational Teacher Education will take place. The manner in which this is done will differ as the situations on the states differ. Some universities have the opportunity for developing a comprehensive, coordinated program. They have on one campus all the old, new, and developing vocational, occupational and career education programs. This does not mean, necessarily, that the desired coordinated and comprehensive program does indeed exist on that campus. In many states, no such combination of opportunities exist on any one university campus, and not likely to develop in some cases. However, a coordinated comprehensive program in Vocational Teacher Education can be developed. The state of Illinois has demonstrated that much can be accomplished if there is a plan, adequate financing, and people who want to develop such a dynamic program in Vocational Teacher Education. The approach will differ in the states but the common key is development of a statewide plan for accomplishing the comprehensive program and the structure and financing to make it work with those institutions and programs desiring to become a part of the Vocational Teacher Education Program in that state.

The statement of the organization to be followed would be developed similar to the State Plan for Vocational Education. The EPDA Supplement to the State Plans in recent years as developed in some states is one approach. (Not as these supplements were done in some states, however. In some cases, no teacher educators were even aware that such a supplement was being made and had no opportunity to make any contributions to the plan.)

C. Financing

As indicated earlier, not only is adequate financing needed, but continuity of funding at minimum level is necessary if people and programs are to be available to offer the needed leadership so that local programs can meet the needs of people. Specific reference to teacher education in the legislation is needed to prevent being assigned to the Ancillary Services or to the oblivion of "Other Services". Likewise there is necessity for some formula for minimum and maximum financing in relation to other expenditures. Furthermore, the structure for coordinated and comprehensive Vocational Teacher Education programs in each state must be guaranteed as part of the conditions of sharing in the Federal funding. This could be through one institution or a consortium of institutions clearly indicating how coordination would be achieved.

None of these suggestions are intended to be restrictive. On the contrary, I strongly believe that such an approach will encourage the establishment of a new approach to developing needed programs in Vocational Teacher Education to meet modern day needs of people for more and better vocational education opportunities in the communities of our country.

Chairman PERKINS. Our next witness is Mr. John D. Lennon, dean of men, North Carolina Central University, Durham, N.C.

Let me welcome you here, Mr. Lennon. We are most interested in hearing your views and suggestions. Without objection, your prepared statement will be inserted in the record and you may proceed any way you prefer.

STATEMENT OF JOHN D. LENNON, DEAN OF MEN, NORTH CAROLINA CENTRAL UNIVERSITY, DURHAM, N.C.

Mr. LENNON. Thank you very much, Congressman Perkins and Congressman Andrews. I am delighted to have this opportunity if for no other reason than to add some color to this program here today. I am here representing three predominantly black institutions of higher education. These are located in the Raleigh-Durham area and are Shaw University, Saint Augustines College, and North Carolina Central University.

We have some concerns we would like to present to you that relate to vocational education in terms of what our business is all about.

We just heard Dr. Scarborough talk about teacher education. We have been involved in teacher education for years. One hundred percent of the people who attend our colleges and university are in the socioeconomically deprived or disadvantaged area. We have a higher percentage of economically deprived people in our institutions, particularly those who need financial aid. North Carolina Central and

Saint Augustines College both have 85 percent enrollment of individuals who receive financial assistance of some sort. Shaw University has 96 percent.

We have been in the business of dealing with disadvantaged people, trying to give motivation and desire, as well as trying to provide the education necessary for them to become productive. All these people are looking for employment, that is why they are there.

Also, we have in these institutions very directly oriented areas that relate directly to what we are talking about here, vocational education in terms of the discussions that have gone ahead.

We have computer science programs, home economics, we have business and we feel these institutions ought to be provided some financial assistance or opportunity to help carry on the programs of occupational education. We need assistance in helping to train and retrain teachers and counselors.

We believe we are the most capable because of the years we have devoted to training teachers and counselors to relate to economically and educationally deprived youngsters. We know we are having a great struggle with this problem in our school systems today but beyond the job expectations there are some facts we need to concern ourselves with.

I listened to Mr. Barton Hayes talk a few moments ago about the great successes they are having in Wilmington in most of these programs. Our youngsters, the disadvantaged youngster and the handicapped, are caught up in these programs. We would like to ask you to consider an increase in the 15 percent provided for disadvantaged youngsters and an increase in the 10 percent provided for handicapped youngsters.

We are also asking that you channel some of those funds into the minority group. I am not just talking about predominantly black colleges and univeristies, I am talking about all of the colleges and universities in this country that are dedicated to serving minority youngsters. I am saying to you, these universities and colleges need support because they are in the business of vocational education in a broad sense.

I might say also that we ought to start thinking of a change in the terminology we are using so it will give more prestige to what we are talking about.

Now, we are saying that we are interested in jobs, interested in preparing people to find opportunities for employment. But we have got to go beyond that. Trained hands are insufficient. We need to deal with the minds and feelings of these people in terms of helping them to see who they are, developing a sense of awareness, social consciousness. We need to be able to cause teachers to reflect that kind of attitude. We are saying if we were provided money in the predominantly minority group colleges and universities we could help teachers change their feelings and attitudes with regard to vocational education.

I spent 20 years teaching agriculture in this State. I dealt with farm boys who came from rural farm situations. I saw many of them motivated to achieve high levels of competence and high productivity as a result of the vocational programs. I have a great deal of faith in vocational education and what it means, but I think it is often too limited. Mr. Hayes gave a few examples in his testimony of people who were going into a professional field. I do not think we need to limit where these people go. I think the fact the individual has had an opportunity to develop a skill and has options or choices he can make, if he is a functional human being who has the knowledge and capabilities of dealing with a complex society such as this, this youngster will find a way to become productive.

I have also engaged in supervision and directing of programs in carpentry and bricklaying. We turned out something like 500 veterans at the end of World War II. This is great, but I know many of the people we trained as carpenters and bricklayers are not carpenters and bricklayers today. But they are better individuals because of the training they have had. As a matter of fact, on our campus we have men who were all trained in this vocational program and they are all highly competent. We are interested in an expansion of the vocational concept to the extent it follows through not only in training students and providing students an opportunity, these disadvantaged and handicapped students I am talking about, but we are interested in providing funds to the minority-oriented colleges and universities in the country so they can deal with some of the problems in career development which their young people also have. They have more than their share of these young people.

Also I am saying the problems our communities are facing, certainly in North Carolina, are because we are having difficulty relating to the needs of the disadvantaged youngster. Those needs are not just buildings, hardware, or just putting more teachers there. The needs are much deeper and we feel that the teachers, the supervisors, the counselors in those schools ought to come to Shaw University, Saint Augustines College, North Carolina Central University and other schools like them. They should come and gain some retraining and reorientation with the problems of the young people with whom they are dealing. These institutions are familiar with those young people because they have dealt with them for years. We want to see more money provided. We want to see these young people who enter these minority group universities and colleges get work-study support. This is another thing we have talked about here, the matter of work.

All of us know that minority youngsters and handicapped youngsters have some problem with the matter of work because in their minds they do not see their parents or themselves doing desirable kinds of work and receiving the kind of compensation they would expect, nor do they see the kinds of respect coming to them that they feel they deserve. So what we are saying is the concept of work has to be dealt with in terms of attitudes. It becomes glorified in the minds of the youngsters because the teachers to whom they go in their post-high school programs have imbued them with concepts of themselves as being worthy human beings and choosing occupations that are dignified and prestigious.

I would like to thank you for listening to what we have had to say. There were representatives from all three colleges and universities who put that package together. You will find it in great deal more detail than I have gone into, but I do hope you will be able to give serious consideration to these kinds of institutions, especially those involved in teacher education programs. I think the benefits are much to be desired.

Chairman PERKINS. Let me thank you for an excellent statement, Mr. Lennon. You have been very helpful to this committee and I can assure you these suggestions you have raised will not be passed over lightly. You have raised some valid suggestions and questions and we, the committee, must come up with answers.

Mr. Andrews?

Mr. ANDREWS. Are any of your colleagues here?

Mr. LENNON. Dr. Harris, who worked with us in preparing the statement.

Mr. ANDREWS. Dr. Harris, is there anything you would like to add?

Dr. HARRIS. I think he has made a good statement. We are the most disadvantaged of anybody.

Mr. ANDREWS. Your schools are very, very valuable institutions in the community.

Chairman PERKINS. Congressman Andrews, Congressman Quie and I made sure we protected the ghetto sections of the city, the rural, the poorest of the poor first. That is what we did in H.R. 69. It was some fight, but we knew we had to protect the poorest of the poor and that is what we did in H.R. 69 and we will do the same thing in vocational education.

Mr. LENNON. Thank you very much. We are in great need and historically I wonder where we would be if it had not been for such institutions as Shaw and Saint Augustines. As a minority group, we are indebted.

Dr. HARRIS. I am delighted to be here and as has been said, we are the most disadvantaged of all groups. We know you are interested in us and we know you will give us everything you can. These colleges could make a tremendous contribution if they had the funds available. Our young men and women go out into all vocations, some as ministers, some as doctors, dentists, many as specialists in science and the like. So they go into all vocations. In light of the fact they go into all vocations, we are hoping you will give us some help.

Thank you.

Chairman PERKINS. Let me say to my good friends, we have just gone through a battle in Washington to make sure people like yourselves receive equitable treatment. To my way of thinking, the child, whether white or black, in Mississippi should receive the same consideration as a child white or ~~black in~~ New York. We have to take care of the disadvantaged first.

Thank you.

Mr. LENNON. Thank you.

[The prepared statement of Mr. Lennon follows:]

PREPARED STATEMENT OF JOHN D. LENNON, DEAN OF MEN, NORTH CAROLINA CENTRAL UNIVERSITY, DURHAM, N.C.

Before I make a statement concerning my views and the views of some of my colleagues who are associated with prodominately Black institutions of higher education, I think I should state to you that I spent my first 20 years in education as a Vocational Agriculture Teacher in North Carolina. I cherish the memory of those experiences with hundeds of young disadvantaged rural youth, many of whom found motivation and self-fulfillment in a vocational program. This gives me reason for having a strongly supportive interest in Vocational Education.

I am appearing before this committee to say to you that Vocational Education is a necessary and integral part of the total educational program and at every level. I wish also to commend the Congress and this Committee especially for improving the Vocational Act of 1963 through the amendments of 1968 (Public Law 90-576). This I think was a step in the right direction.

A group of persons who are engaged in higher education at predominately Black institutions in the Raleigh-Durham area have some concerns about the allocation of only 15 percent of the appropriation of money which is being made by the states to the educationally and socio-economically disadvantaged and the 10 percent for handicapped persons. Such colleges and universities as Shaw University, North Carolina Central University, and Saint Augustines College have for many many years served the educational and occupational needs of a minority group of disadvantaged youth. Those of us who have spent some time trying to resolve some of the problems of the minority group youngsters were forced to conclude that many of the programs of minority group institutions of higher education are occupationally oriented. In fact, these colleges have perceived themselves accountable to students not only for developing their problem-solving skills, helping to improve their self-awareness and social consciousness, but for equipping them to earn a living as well in some personally satisfying career field.

We feel that these and similar institutions of higher education have developed some uniqueness in programming to improve the productivity and the quality of life for the thousands of disadvantaged youth who have passed through their doors. We are not concerned only with predominately black institutions of higher education but with all minority group institutions of higher education that have a history of providing educational opportunity and occupational accessibility to socially and economically disadvantaged young people.

We are asking that you consider making these funds available to minority group institutions of higher education which have a high percentage of disadvantaged and handicapped enrollees.

Our concern is for strengthening the teacher-education programs of these institutions by providing them with resources for providing specialists in training techniques in building student self-awareness, social consciousness, and problem-solving abilities. Minority group institutions, as they have functioned in the past, served as centers for in-service training for teachers, counselors and supervisors who work with disadvantaged and handicapped children in the public schools.

We further request that very serious consideration be given to providing in Home Economics, Computer Science, Career Counseling and Placement, Cooperative Education, and Business Education.

We further request that very serious consideration be given to providing increased opportunity for students to enroll in these programs by providing financial assistance through work study programs for the socio-economically disadvantaged and the handicapped. This work experience would not only aid in making the education of these young people possible, but it would also provide invaluable experience for entering the world of work. Economically and socially deprived youngsters very often have negative attitudes toward work because the work opportunities which their parents or they themselves have experienced have been unrewarding and non self-satisfying. One approach is to help people to understand that work is an essential function in their lives and that the personal satisfaction derived from it depends in part upon their attitude toward work. Improving these kinds of attitudes should be one of the elements that should be built into the total training program for these young people.

One of the problems facing today's youth is the limited work opportunities through age 16 which is caused by the technological economy in which they live. They are of post high school age before they have had an opportunity to gain profitable work experience. For those who enter college programs this may very well be their first opportunity to earn and manage their own finance, which makes this a more demanding responsibility of institutions in preparing young people for the world of work. Wenrich, 1973 suggests that the strength of career education (any satisfying work experiences over the life span) lies in the fact that it involves the total public and private system from kindergarten through the university—and all subject matter areas in the curriculum. It also involves the total community in which schools operate, especially those agencies and organizations concerned with the work life of people.

We consider it extremely important that counselors at all levels from kindergarten through the university become exposed to a broad concept of Vocational or

Occupational Education in order that we can build prestige into occupations whether they are professionally oriented or manual skills oriented. Perhaps we should eliminate some of our labels and see the need for work as an essential function in the human experience which serves the economic, social and psychological needs of most people.

We would like to see counselors work with high school graduates from disadvantaged families throughout the summer orienting them to their post high school experiences. Significant helping information should be given to students at the post high school level where intensive orientation activities are continued throughout the first year. Vocational Education funds could very well help to make this possible as a means of reducing the attrition rate of disadvantaged and handicapped youth.

As we see it education must be a dynamic process of acquisition of knowledge through which learning of competencies and mastery of skills must be continuously acquired and refined. For in the course of learning for human development we must bring science and society—thought and action together. These minority oriented institutions must deliver a kind of education that is multidisciplinary, problem focused and functionally capable of providing the learning opportunties that would sharpen the human mind and increase and upgrade one's knowledge and competencies for human advancement.

We perceive Career or Vocational Education as an educational model which synthesizes the best educational experiences within a new learning mode which emphasizes individual needs and recognizes them in "academic" terms. Career education then becomes the practical thrust of an educational model which requires constant restructuring of the academic curricula around career development needs and employable skills.

Our requests to you as a concerned committee for improving Vocational Education in this great nation of ours may be expressed in the following terms:

Providing increased vocational funds for the educationally, and socio-economically disadvantaged and the handicapped.

Giving greater accessibility to minority group oriented colleges and universities through financial assistance.

Strengthening academic programs that are occupationally oriented with staff members who are competent in developing student skills in problem solving, self-awareness and social consciousness.

Providing work experiences for disadvantaged students with planned activities for building positive attitudes toward self-actualization and work.

Providing career oriented specialists in teacher education programs.

Building on the concept that education which is designed for obtaining satisfying work opportunities is career education oriented which implies a preparatory effort for every student as an integral part of his academic course work through public school and college years.

Chairman PERKINS. Our next witness is Dr. John K. Coster, Center for Occupational Education, North Carolina State University of Raleigh.

STATEMENT OF DR. JOHN K. COSTER, PROFESSOR, OCCUPATIONAL EDUCATION, AND DIRECTOR, CENTER FOR OCCUPATIONAL EDUCATION, NORTH CAROLINA STATE UNIVERSITY, ACCOMPANIED BY DR. MOLLIE W. SHOOK, RESEARCH ASSOCIATE, CENTER FOR OCCUPATIONAL EDUCATION, AND DIRECTOR, CAREER AND VOCATIONAL EDUCATION PROFESSIONAL DEVELOPMENT PROJECT; AND MRS. JANE P. JANEY, GRADUATE STUDENT, NORTH CAROLINA STATE UNIVERSITY

Dr. COSTER. Mr. Chairman, Mr. Andrews, Mr. Jennings, and Mr. Radcliffe——

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record.

Dr. Coster. I am accompanied by Dr. Mollie W. Shook, who is a research associate in the center for occupational education and director of our carrier and vocational education professional development project, and by Jane P. Janey, who is a former teacher of home economics in Virginia and who now is a graduate student at North Carolina State University and an awardee of a fellowship made possible through section 52, part F, of the Education Professions Development Act. She completed her doctorate yesterday.

I have also asked my two sons to come here and observe this presentation.

I would like to focus my testimony on part F of the Education Professions Development Act, which pertains to professional development in career and vocational education. In this section 552 of the act, Congress requested that each State provide a plan for administering projects supported under this act. We commend you for enacting this act, making it possible for people like Mrs. Janey to continue her education in preparation for a professional position.

Thank you very much, sir.

Chairman Perkins. You were very brief but helpful to us.

Thank you.

[The prepared statement of Dr. Coster follows:]

Prepared Statement of Dr. John K. Coster, Professor, Occupational Education, and Director, Center for Occupational Education, North Carolina State University, Raleigh, N.C.

Mr. Chairman and members of the Subcommittee on Education. My name is John K. Coster. I am a professor of occupational education and director of the Center for Occupational Education at North Carolina State University. I am also Vice-President of the American Vocational Association for the Division of New and Related Services. I am accompanied by Dr. Mollie W. Shook, who is a Research Associate in the Center for Occupational Education and Director of our Career and Vocational Education Professioned Development Project, and by Mrs. Jane P. Janey, who is a former teacher of home economics in Virginia and who now is a graduate student at North Carolina State University and an awardee of a fellowship made possible through Section 552, Part F, of the Education Professions Development Act.

I appreciate the opportunity to appear before this distinguished Subcommittee. Although I do not consider myself an educational philosopher or historian, in my humble judgment, if there is any group that is writing the philosophy of American education, it is the Congress of the United States—and within the Congress, if there is any group that is performing this task, it is the Committee on Education and Labor and its distinguished legal counsels. The questions this Committee asks are penetrating questions that deal with two major issues of our times—equality of educational opportunity and equality of economic opportunity. The two are closely entwined.

I have one concern about the direction of the Committee's work—probably not giving enough attention to setting forth its expectations and setting into motion the strategies for ascertaining the extent to which expectations have been fulfilled. Mrs. Janey, who successfully defended her dissertation only yesterday, was concerned with ascertaining whether federal expectations pertaining to the Appalachian Regional Development Act had been met in a selected community in the Appalachian region, and she had considerable difficulty compiling a list of expectations against which an evaluation would be made. Although the Appalachian Regional Development Act does not fall within the purview of this distinguished Subcommittee, I have reason to believe that similar difficulties may be encountered in other programs which are directed toward the development of human resources. Congress has every right to hold accountable those agencies who are entrusted with those resources it appropriates.

In new vocational legislation I hope Congress will focus on two target groups which I feel have been neglected; namely, women and the college dropout population. It is my opinion that the growth in enrollment of women in vocational education programs developed pursuant to the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 has been in programs designed to prepare women for relatively low-wage occupations. Perhaps it would be wise for Congress to consider legislation calling for the study of job redesign to ascertain whether changes to eliminate sex bias are necessary. Certainly the Congress has every right to ask whether vocational programs are preparing women for the entire range of occupations in the occupational structure.

The college dropout population is perhaps one of the most seriously neglected populations in our society. We frequently speak eloquently about high school dropouts, but we are considerably less concerned about the college dropout population. This population may well constitute the largest loss of resources in our nation.

Speaking as the Vice-President for New and Related Services of the American Vocational Association, I am proud of the accomplishments of our three major groups. The research group in vocational education is addressing itself to the many serious problems of vocational education, and I have reason to believe that we will shortly make a breakthrough in the development and installation of management information systems that will provide decision-makers (including members of Congress) with adequate information regarding the effectiveness of vocational education. The curriculum group is addressing itself to problems of designing more effective curricula to prepare people for new and emerging occupations, with emphasis upon curriculum changes which are brought about through the career education movement. A discussion of the activities of the vocational education professions developing group follows.

I would like to focus my testimony on Part F of the Education Professions Development Act, which pertains to professional development in career and vocational education. This part of the testimony was prepared jointly by Dr. Mollie Shook and me. In section 553, Part F, of the Education Professions Development Act, Congress requested that each State provide a plan for administering projects supported under this Act. Our interpretation of this section of the Act has led us to state the position that the plan of the State agencies should go much further than simply dealing with projects which are time-bound: it should be addressed to determining the goals for career and vocational education program, ascertaining the personnel who are needed to achieve those goals, determining the personnel who are available and their qualifications, and ascertaining the discrepancies between the needed personnel and their qualifications and the available personnel and their qualifications. The discrepancies then become the basis for requesting funds under Section 553. This, more importantly, casts the State agencies in the role of setting priorities of professional personnel projects and programs. Although we do not believe, nor do we see any reason to indicate, that State agencies are dictating university policies or policies of teacher education agencies, we do see evidence that State agencies are setting into motion policies and procedures which may lead teacher education agencies to decide whether to be responsive to State needs. We are engaged in a study of the impact of section 553 funds, and our preliminary findings lead us to believe that the impact in terms of bringing about change in professional development programs toward more responsiveness to the contemporary needs of our society will far exceed any reasonable set of expectations set forth by the members of Congress or the U.S. Office of Education.

The management of personnel development is rapidly becoming a separate area. The people who are engaged in it have become a potent force in the Division of New and Related Services of the American Vocational Association, and the activities sponsored under Section 553 are rapidly changing the character of professional development in vocational education.

Approximately 400 persons in the United States have received awards under Section 552, Part F, of the Education Professions Development Act. This Act has made possible the advanced training of a relatively large group of people for leadership positions in career and vocational education who otherwise might not have had the opportunity or the financial wherewithal to pursue such training. It is too early to assess the effects of this program upon changes in career and vocational education throughout the United States, but opportunities have been awarded to many vocational educators who might be functional dropouts had it not been for this program.

North Carolina State University has contributed to the development of programs established pursuant to the legislation of this distinguished Subcommittee, through the establishment and development of the Center for Occupational Education and the establishment of a program for leadership development in occupational education, which has been directed by Dr. Carl J. Dolce, Dean of the School of Education.

Chairman **Perkins**. Our next witness is Luther Medlin, chairman of the North Carolina Association of Community College Presidents, and president of the Guilford Technical Institute, Jamestown, N.C.

STATEMENT OF LUTHER R. MEDLIN, PRESIDENT, GUILFORD TECHNICAL INSTITUTE, AND CHAIRMAN, NORTH CAROLINA ASSOCIATION OF COMMUNITY COLLEGE PRESIDENTS

Mr. **Medlin**. Mr. Chairman and members of the committee, I consider it a privilege to represent 57 presidents, 600 trustees, several thousand employees, and approximately a half million North Carolineans in speaking to you today. These are people who are identified with the community college system in North Carolina either as dispensers and purveyors of education or as recipients of these values from America's most unique educational system.

I express appreciation to the Honorable Carl Perkins for the strong leadership he has given and is giving to an educational system that is doing so much to meet the needs of so many people in this country. Needs that, except for the open door admission policy and an unimpeachable relevance in curriculum, methodology, and material would continue to be the forgotten and neglected people, whose educational needs go unmet from year to year.

The open door policy has emphasized the existing practice that there is something for everyone, regardless of any blockage, real or imaginary, being experienced by people who desire a better way of life. The door to our institutions swing wide open into the communities where people are with their disappointments, their failures, and their inadequancies to meet the demands of a technological age and the upward mobility of a career ambition.

Occupational education has stepped into the gap and is giving thousands a new and exciting dimension to their life. It is providing the training required by buisness and industry; it is creating new jobs; it is giving a new sense of worth and dignity to people who felt they had missed the turn in the road that led to any successful achievement or worthwhile endeavor.

We point also to the comprehensive nature of our schools. So comprehensive that they include basic education for the functionally illiterate, occupational counseling for the hardcore unemployed, enrichment for the culturally deprived and the economically disadvantaged. Our schools also provide the training in the more sophisticated technologies, providing as it does useful careers as paraprofessionals and skilled technicians. Our programs provide challenge and motivation for many with a native capacity for advanced training and it places the fact of many on the road to future training and larger competencies. Our programs are making it possible for thousands to move rather quickly into the labor market and into the community as taxpayers, voters, and responsible citizens. They return to the community with a broader vision of life, an attitude of independence for themselves and their families, as well as greater security in their jobs and community responsibilities.

We plead then, Mr. Chairman, for larger appropriations, greater flexibility, and an increased measure of permanence that guarantees the greatest possible investment in the greatest asset this nation has, its people. Give us a funding of occupational education through the joint partnership of State and Federal that will be free of interruptions, uncertainties, and fragmentation. Funding that will enable administrative leadership to be positive and programs that will be strong and viable.

When we realize that half of the young people who will receive their high school diplomas this spring will be facing the future with no definite plans to further their education, and really prepare themselves for a job with security and a promise for the future. It is gratifying to see these people respond to the opportunity of another chance to improve their study habits; to respond to the highly motivating influences of our "peoples" colleges; to earn their certificates of job proficiency and displomas of academic excellence. Many of these students make not only creditable records, but records of honor and distinction and compete equally with their college trained peers.

Add to this number the dropouts who ultimately see their plight in life without some marketable skills, and watch them in large numbers enroll in our programs, and there under the influence and instruction of a good teacher pursue an interest and expand an aptitude that justifies the investment of both time and money.

Our specific recommendations then are:

1. Increased appropriations to meet the needs;
2. A clearly defined level of funding for the fiscal year;
3. Forward and continued funding to avoid program interruptions;
4. Increased flexibility at the State level to permit more thorough plans and program development;
5. The funds proposed under title X, both parts A and B, of the Education Amendments Act of 1972, these funds would add variety and enrichment to postsecondary education, $15.7 million for part A, $200 million for part B, and these funds would go for replacing temporary facilities and underwrite the cost of training not presently possible;
6. That the inequities in the funding of the work-study program be removed, with respect to age qualification, the limitation of income eligibility; in other words, make the guidelines for vocational work-study and college work-study be the same; and
7. Broader categories of funding of programs for the disadvantaged, and handicapped, exemplary and cooperative education.

I trust these comments will prove helpful to the committee as it grapples with the complexities of educational funding.

It is a pleasure to be here and I again commend the committee for its foresight and the diligence with which it is pursuing solutions to these problems.

Thank you.

Chairman Perkins. Let me say you have given excellent testimony. You have been specific. We will read your suggestions. You have been very helpful.

Mr. Andrews?

Mr. Andrews. I just want you to know your Congressman, Richard Preyer, could not be here today but we have a prepared statement in which he mentions the very valuable work you have been doing here.

Mr. Medlin. We have great respect for him in our district. I hope you will express our greetings to him.

Chairman Perkins. I will, likewise, take that information back to him.

Thank you.

Our next witness is Mr. Donald C. Iseley, local director, vocational education, Alamance County Schools, Graham, N.C.

Without objection, your statement will be inserted in the record.

STATEMENT OF DONALD C. ISELEY, LOCAL DIRECTOR, ALAMANCE COUNTY SCHOOLS, GRAHAM, N.C.

Mr. Iseley. Alamance County has a school population of 13,250. Since the passage of the 1968 amendments, I would like to relate to you a few of the things which have happened within our school system.

We had added many new programs of which we are real proud and happy to say they are meeting the needs of all our young people, whether disadvantaged, handicapped, or regular, to a degree. Exploratory programs have made it possible for us to delete some programs that we do not need and add new ones. It has made it possible for us to raise our vocational population to 70 percent within our total school population. It has made it possible for us to go into a total education aspect including grades K through 12, within our awareness exploration and skill training programs. It has also allowed us to begin to implement vocational guidance, which we did not have in the beginning. For these things, we wish to thank this committee and the Members of Congress.

Now, lest this statement sound too positive, I would hasten to say, as I know you have heard many times today, there are certain weaknesses which still exist in our program. Some of these restrictions would be the timetable for allocation. Now, on a local level, in order to get our local moneys, we must know how much we are going to have to ask for from our local people. Therefore, this timetable, we need to do something about it to more nearly meet our budget deadline.

Another thing which concerns me is the restriction of fine arts from vocational programs. Many young people make their living through various aspects of the fine arts. I wonder if we could think about this just a little bit.

Another concern I would like to say in closing is that I would like to see all business education included in vocational education instead of coming under two different categories. We in Alamance County wish to put vocational education into the total educational pot and not have "academic" and "vocational" in two different categories.

Thank you.

Chairman Perkins. Thank you very much for being most helpful. Mr. Radcliffe?

Mr. Radcliffe. No questions.

Chairman Perkins. Thank you.

[The prepared statement of Mr. Iseley follows:]

Prepared Statement of Donald C. Iseley, Local Director, Alamance County Schools, Graham, N.C.

Alamance County has a school population of 13,250 which is served by twenty-one county schools (grades K–12). Per capita income is $3,865.00 which is below national poverty levels. Median number of years of school completed by our population is 10.7. As reported by the Employment Security Commission in 1974, unemployment is at a rate of 2.4%. The major sources of employment are manufacturing, services, and construction; therefore, the population is subject to the rapid and pervasive changes of a complex technological society.

Alamance County Schools have recognized the need for comprehensive vocational programs (grades K–12). Career awareness programs exist at the elementary level (K–5) to a limited degree. Career exploration programs function at the middle school level (6–8). At the high school level (9–12), career preparation is offered to all students with emphasis on total comprehensive education rather than on either academic education or vocational education.

The mission of the Alamance County Schools is to provide, through the mutual commitment of the educational staff and the Alamance County Board of Education, those learning experiences which are compatible with the individual needs, interests, and capabilities of each student, and which lead to their continuous growth in a changing society.

We, the administrators of the Alamance County Schools, believe:

That every child is capable of intellectual growth; that children display natural exploratory behavior; that they learn at their own rate and in their own style; and that learning is best facilitated when based on the child's interests.

The schools should respect the uniqueness of the individual and encourage his development.

That interpersonal relationships should be characterized by acceptance of each individual on his own merit; that these relationships require patience, tolerance, understanding, and open-mindedness; and that they should be based on mutual trust.

That the schools should foster the development of a positive self-concept, which is the single most important acquired variable related to school achievement.

That student behavior guidelines should be based on fairness, be mutually agreed upon by staff and students, and lead toward the ultimate goal of self-control.

That grouping procedures are desirable only when based on the best interests of the individual students involved.

That evaluation should be a continuous process involving student and teacher with follow up involving parents; that evaluations of each student should be on an individual basis and not on a comparative basis with other students. We further believe that evaluation should be a constructive integral part of the learning process.

In equal educational opportunities for all students and that these opportunities are provided when the needs of the individual learners are met; we believe that resources should be allocated in sufficient quantity and dispensed in such a manner as to insure these opportunities.

That curriculum should be tailored to the needs of the students.

That education is a continuous life process. The primary goal of schools is to help each individual develop to his fullest potential.

That educational objectives should be established at all levels and that educators should be held accountable for achieving these objectives.

It is the school's responsibility to develop these basic competencies and qualities of citizenship in each individual necessary for him to function successfully in a changing society.

That schools have the responsibility to provide an atmosphere conducive to the development of creativity and individual initiative.

That it is the school's responsibility to foster the development of individual values and ethics and that this development is enhanced by an atmosphere of mutual trust and respect.

That schools should be responsible for encouraging students to want to learn, teaching them how to learn, encouraging them to develop the ability to apply what is learned, and to develop the capacity for self-evaluation.

That the relationships between the school and the community should be characterized by a two-way flow of external agencies in an on-going developmental program.

That the Alamance County School System should strive to offer to all personnel the opportunity for in-service training based on individual and system-wide needs.

That constant efforts must be made to improve the educational system through continuous planning, implementation and evaluation of improvements.

The continuing objectives for the target group (7–12) complement those set forth in the Federal Register. Through participation in vocational program offerings and related supplementary or specialized vocational experience students exiting from the high school will:

Possess salable skills, related technical and basic communication and computational skills adequate for entering the work force.

Be prepared for further full or part-time education and training in a post-secondary school.

Be prepared to assume the role and responsibilities of a homemaker or the dual roles of homemaker-wage earner.

Possess personal qualities desirable for successful interaction with family members, other adults, and peers in family, social, civic, and work environments.

Possess adequate knowledge of the economic system and sufficient motivation to be productive citizens and skillful consumers of goods and services.

It appears to me that Part B funds have made the greatest impact on the vocational program in the Alamance County Schools. From the funds for which we qualify under the provisions of Part B, the county has been able to add quantity and quality to the total Vocational Education program. Some strengths of the program because of the allocations are:

Added programs to prepare individuals for enrollment in advanced or highly skilled vocational and technical programs.

Exploratory programs to assist individuals in the making of informed and meaningful occupational choices.

Deletion of obsolete courses as determined by student surveys, needs, and aspirations.

Raise the percent of total school population (grades 7–12) enrolled in vocational education to 70% as compared to the state rate of 45.8%.

More than double the number of courses in all areas of vocational education.

In-service training of teachers in individualizing instruction and other strategies of instruction.

Coordination with other agencies on both the state and local level.

Addition of vocational education for handicapped persons through special project in one of the four zones.

Opened all programs to all individuals regardless of sex, color, race, or creed.

Enriched programs of vocational guidance and placement.

Lest this statement sounds entirely too positive, I shall hasten to mention certain weaknesses that still exist in our program. Some of the restrictions are:

Timetable for allotment of funds does not correspond with the fiscal year for which local money is to be used.

Fine arts cannot be included in vocational education even though a large number of persons earn their total livelihood from some aspect of fine arts.

All student interests, desires, and needs cannot be met with the presently allocated resources.

The total business education program should be included in the vocational education program of the schools. More business education courses serve as prerequisites in other areas.

In closing, I should like to point out the desire of the administration of the Alamance County Schools to make vocational education more and more a part of the total educational process. Above all, we should endeavor to eliminate barriers that separate vocational education from other aspects of public education.

It is a total process, and we must make every reasonable effort to see that our concern is for and our emphasis is on total education rather than on either academic education or vocational education.

Chairman PERKINS. Our next witness is Mr. Richard H. Koontz, local director of occupational education, Stanly County Schools, Albemarle, N.C.

Without objection, your prepared statement will be inserted in the record in full.

STATEMENT OF RICHARD H. KOONTZ, DIRECTOR OF OCCUPATIONAL EDUCATION, STANLY COUNTY SCHOOL SYSTEM, STANLY COUNTY, N.C.

Mr. KOONTZ. We are one of the smaller counties in the State. We have always been strong in vocational education. Just a decade ago, we were consolidating 14 schools into 3. With the passage of the act and the 1968 amendments, we have been able to more than double our offerings in vocational education. We are now meeting the needs of more than 80 percent of our high school students. We know we could not have done this without Federal funds. This is one of the most important aspects in our unit.

One of the areas I would like to speak to has concerned me a little bit. There is an articulation program which starts on the secondary level and goes on up to the university system. We have a good effort and there is an attempt to keep from duplicating services, and keep those existing services all working together. We are meeting the needs of all our youngsters.

One other program that does not really fall under vocational or occupational education is the Neighborhood Youth Corps. This group has a good intent but there has not been any money allocated for supervision. We try to build in a good attitude about work and good work habits and giving a good day's work for a good day's pay and I feel somewhere along the line we need to do something about trying to fund some supervision into the Neighborhood Youth Corps. I think it is needed and important. I think these two programs could possibly be improved with some money for supervision.

All this is in my written testimony.

Chairman PERKINS. That Department presently is under the Department of Labor, the Neighborhood Youth Corps. We originally authorized the program. We programed it after the old work program in the WPA days.

Don't your schools pretty well have automony over your in-school Neighborhood Youth Corps down here?

Mr. KOONTZ. Some do and some do not.

Chairman PERKINS. What about your out-of-school neighborhood youth programs? Who is managing those? CAP agencies or who?

Mr. KOONTZ. The agency is working through the Labor Department but they send this out and someone in the school tries to get applications for needy students going to school. Then the money allocated for administrative purposes sometimes is given to someone to look after this thing, administratively. The big problem is they don't have time for supervision. The student is not supervised.

Chairman PERKINS. Are you telling me your out-of-school program lacks supervision?

Mr. KOONTZ. Yes.

Chairman PERKINS. I appreciate your testimony very much.

[The prepared statement of Mr. Koontz follows:]

PREPARED STATEMENT OF RICHARD H. KOONTZ, DIRECTOR OF OCCUPATIONAL EDUCATION, STANLY COUNTY SCHOOL SYSTEM, STANLY COUNTY, N.C.

Occupational Education in Stanly County, North Carolina has made rapid progress in the past decade because of the effect of Federal funding. Ten years ago the system was just beginning a program of consolidation of 14 small rural union schools into 3 comprehensive high schools. Some of the small schools offered agriculture and home economics to their students as the only occupational courses. Others offered no courses in occupational education.

The passing of the Vocational Act of 1963 and the 1968 Amendments to the Act made it possible for a small rural county, with limited funds, to expand Occupational Education offerings from seven agricultural teachers and seven home economics teachers to the present number of 33 Occupational Teachers, 4 para-professionals, and a local director.

Without money allocated to the Stanly County School System from State and Federal sources, Occupational Education Programs would still be in the horse and buggy stage. Federal, State, and Local financing has made it possible to offer occupational education to almost 80% of the high school students of this county. Of this number completing occupational courses, one-third of the students work in an occupation for which they were trained, one-third continue their education and one-third work in a field in which they had no occupational training.

At the present time, the Stanly County School System has around 300 teachers for the total school population of approximately 6,700 students. Thirty three of these teachers are occupational teachers within the following programs and receive federal monies for part of their salaries: Agriculture 5, Business and Office 2, Consumer and Homemaking 5, Health 1, Distributive Education 2, Trade and Industrial Education 14, and Middle Grades 4.

The system also has a specially funded program for Handicapped Children. Work-study funds are used to give students, who need money to continue in school, a chance to earn while they learn. Most of these programs would not have been started if federal and state money were not available to equip shops, laboratories, and classrooms. The total occupational budget for Stanly County Schools is $439,424.00.

Federal funding of Occupational Education is necessary if there are to be quality programs. Approximately $100,000.00 comes from Federal funds to Stanly County for Occupational Education. The local government adds approximately $162,695.00 plus fixed cost of buildings, classrooms, and shops. The rest comes from State funds. If federal funds were not available for Occupational Education, many units would not put enough emphasis on this part of education to take up the "slack" and use the local money to fund Occupational Education.

Occupational Education has expanded greatly on the secondary level in the years since passage of the '63 Act. One of the pressing issues in North Carolina is the lack of articulation between the Secondary School Level and the Community College Level of Occupational Education. Students who wish to continue their education in a particular field within the Community College System find that work taken in occupational education on the secondary level will have to be repeated on the Community College Level. Articulation between the two levels of Occupational Education has been toyed with, but nothing concrete has been proposed. C. W. Seay states, and I agree, that "articulation in education should be coordination of effort in those areas in the field where there are joint concerns and responsibilities between more or less independent units. Good articulation insures smooth transition, continuity of the educative process, efficient development of pupils, and maximum use of resources. It minimizes conflict and time-consuming re-adjustments which frequently result in confusion and sometimes in frustration. It reduces failures and eventual dropouts. It is involved with physical, intellectual, and emotional readiness for the next step. Good articulation is a requirement in administration, curriculum, guidance, instruction, and use of facilities. Its basic tool is communication—two-way communication. The principle function of this communication is to facilitate orderly progression. The ideal is to foster the kind of relationship between various levels of education in which understandings, appreciations, and cooperation are mutually sought and mutually practiced. Good articulation is needed from grade to grade, department to department, elementary school to high school, and high school to institutions of higher learning." If educators are to utilize to the maximum extent resources that are available for training students, articulation must take place.

Guidelines are necessary for programs if the local agency is to carry out the intent of Congress, but the guidelines must be flexible to meet local needs. What is innovative and exemplary in one section of the country may be "old hat" in another. Once again flexibility must be a key word in writing guidelines. Following strict instructions many times causes limitations in programs rather than expanding items.

Planning is a must in education. Good planning takes place when all resources are known and can be used to the maximum in meeting the educational needs of children. A major problem in Federal funding is knowing how much resources are available, when will they be available, and whether or not they will continue to be available for any length of time. Someone needs to take the "bull by the horns" and construct a workable plan to eliminate the above constraints.

Categorical funding is probably a necessary evil to get a job done. However, it does cause some problems that are almost impossible to cope with. Here again, if broad guidelines and flexibility can be written into the programs, children could be served rather than programs operated.

One of the programs that should really have a close scrutiny is the neighborhood youth corps program. This program has a very worthwhile intent, but it is actually prepetuating the welfare state. Money is appropriated for salaries for students and for administrative cost, but none for supervision of the student. In too many cases the student worker is allowed to develop poor work habits, poor attitudes about work, and is paid for just being present on the job site. Even though this is not an occupational program, it tears down some of the important aspects of training that are built into Occupational Education. Monies should be made available for supervision of these students to make the intent more meaningful.

In closing, there are some general statements and recommendations that should be included in this testimony. First, Occupational Education is an integral part of education on the secondary level. To keep it viable, Federal funding is a necessity. Without Federal dollars, there would not be enough emphasis given or a high enough priority assigned on State and Local funding to carry out adequately a complete program of Occupational Education for students of this County and State. Second, if Federal funding is going to be an incentive to local school systems to finance an adequate program of Occupational Education, money will have to be allocated early enough for the local unit to plan for wise use of its resources. This concept of forward funding is a must if planning is an important part of program operations. Third, if strict, narrow guidelines for carrying out the mandates of Congress is necessary for Federal funding, then Occupational Education will suffer. If Occupational Education suffers, then children suffer. To operate properly and to serve children rather than to serve regulations, guidelines must be broad and flexible with freedom for local administrators to exercise their best judgment in carrying out the mandate of Congress. Fourth, and last, articulation must occur within systems and between systems to serve the occupational or vocational aspirations of people. Too many times programs are operated not for people who need to be served, but for the people doing the serving. This must cease. People who have needs must be served and it should make no difference if it is best done on the Secondary School System Level, the Community College System Level, or the University System Level as long as the persons needs are met.

Chairman PERKINS. Our next witness is Dr. Glenn Engelke, director of occupational education, Raleigh Public Schools, Raleigh, N.C.

STATEMENT OF DR. GLENN ENGELKE, DIRECTOR OF OCCUPATIONAL EDUCATION, RALEIGH PUBLIC SCHOOLS, RALEIGH, N.C.

Dr. ENGELKE. Originally, I was supposed to be here as the designee of Mr. Conrad Hooper. I would like to summarize my statement.

Chairman PERKINS. Without objection, the prepared statement will be inserted in the record.

Dr. ENGELKE. We believe this program and its funding is a necessary and important part of our total school curriculum. We commend Congress for its support.

My comments are really related to grades 9 through 12. I have heard testimony here this afternoon that somewhat parallels or supports some of the things I want to say. Basically, we have to look at some of our reasons for having occupational education. We view it as a means, as an end, and also as a beginning for the student. It deserves support as a means because it would be a means of getting to basic skills, it is a means of making language and computational skills relevant to everyday living, reaching students who might otherwise not be reached.

Employability should not be viewed as the ultimate end or goal of occupational education. Employment should be viewed as a necessary step in a hierarchy of goals. We would have ones below it and we should have ones above it. Health would be an example of a lower step on a hierarchy. A person without reasonable health would have difficulty finding employment.

Intellectual pursuits should be considered on a higher level and as such, occupational education can help them to reach this goal.

The importance of a young person expecting to achieve and later on achieving economic independence helps shape his own value system and helps enhance the possibility that he will achieve a form of self actualization. We are talking about supporting occupational education in public schools as follows: (1) Occupational courses should be encouraged as a part of the total curriculum. (2) The instructor should be concerned with the total development of the pupil. (3) Consideration should be given to the financial support of reading and math programs to any student below grade level. This should not be conditional on a stated occupational goal. (4) We should continue to emphasize shop and laboratory courses that would emphasize aspects of education such as cultural. These vocational and nonvocational educational programs justifiably need reimbursement based on the fact they incur greater costs than those housed in an ordinary classroom.

I have a few other recommendations. We have heard about timetables. There is one that hits us about this time of year. It has to do with the summer program. How do you get a summer school going without allotted funds? We are restricted to a tuition summer school, but we think you should consider the possibility of allowing money from 1 fiscal year to overlap into the next fiscal year.

Chairman PERKINS. We have done a better job than that. We have provided for funding a year in advance but we have never been able to get the administration to go along with us. You are exactly right. We have to let the students know and we have forward funding in this next school year. I do not know how many years we will be able to do this but we are working on it.

Dr. ENGELKE. This is a real problem for summer schools because you do not know if the funds will be there.

The next consideration along these lines is what about 100 percent funds for summer schools? My last suggestion is related to the category in which we feel the biggest pinch, consumable supplies. We would like additional funds in this area.

Chairman PERKINS. Thank you very much. You have been very helpful.

Dr. ENGELKE. Thank you.

[The prepared statement of Mr. Engelke follows:]

PREPARED STATEMENT OF GLENN ENGELKE, ED. D., DIRECTOR OF OCCUPATIONAL EDUCATION, RALEIGH PUBLIC SCHOOLS, RALEIGH, N.C.

We at Raleigh Public Schools believe that the occupational program is a necessary and important part of our school curriculum. It is a program that costs more per pupil than a course requiring only a classroom and textbooks. We commend the Congress for its continuing support, since 1917, of the occupational function of the public school.

Occupational education deserves support not only because of the potential employment of the student in the area of training, but also as a means of making language and computation skills relevant. The ability to read with comprehension, to communicate with precision, and to commpute with accuracy are essential skills that students need for future learning either in school or on the job. These skills are basic to obtaining most jobs where vacancies exist. Occupational education is a method of enhancing these skills by motivating students to learn and use these basic skills.

Employability should not be viewed as the ultimate end or goal of education. Employment should be viewed as a necessary step in a hierarchy of goals. Health is an example of a lower step on the hierarchy since reasonable health is usually necessary for employment at the person's ability level. Intellectual and cultural pursuits are higher levels on the hierarchy, but the economic support of employment is beneficial to these pursuits. Even Aristotle once said that wealth is a nice adjunct to an intellectual life.

The importance of a young person expecting to achieve and later on achieving economic indeepndence goes beyond his economic contribution to society. Economic independence helps to shape his value system and to enhance the possibilities of self-actualization.

All education should look at the pupil as a human being in the process of continually "becoming." This becoming should be in all functions or roles of man including intellectual and recreational. Ideally, it is the realization of all a person's talent and intellectual potentials. To over emphasize occupational education and view it as having only an economic goal or end is as intolerable as neglecting it.

Support for occupational education in the public school should encourage it as a means—learning basic academic skills; as an end—employment and economic independence; as a becoming—a basis for further growth in all roles including philosophical and cultural.

Viewing occupational education as a means, an end, and becoming leads to the following conclusions.

1. Occupational courses should be an integral part of the total curriculum.
2. The instructor, while competent in the job skills to be taught, should be a generalist concerned with the total development of the person.
3. Consideration should be given to financial support of reading and math programs for any student that is significantly below grade. This support should not be conditional on a stated future occupation.

4. Some laboratory or shop courses may emphasize functions of education other than the occupational, such as cultural and recreational, to an equal extent and still justifiably need reimbursement to ensure a technologically literate citizenry able to adjust to a changing society and a changing world of work.

OTHER RECOMMENDATIONS

1. Allow money from one fiscal year to overlap during July and August with money from the next fiscal year to increase flexibility and advance planning for operation of summer school occupational courses.
2. Allot 100 percent monies for summer school programs.
3. Allot additional funds for consumable supplies.

Chairman **PERKINS**. Do we have anybody else in the audience who would like to make a statement?

Mr. **ANDREWS**. It was said earlier that North Carolina matches each Federal dollar to the extent of $5. Later it was stated that South Carolina contributes $7 to $1 and Florida $11 to $1.

The question I would like to put to you, sir, is whether the $5 to $1 matching in North Carolina constitutes the total amounts of moneys matched by all levels of government within the State?

STATEMENT OF CLIFTON BELCHER, ASSOCIATE DIRECTOR, DIVISION OF OCCUPATIONAL EDUCATION, STATE OF NORTH CAROLINA

Mr. **BELCHER**. I am Cliff Belcher, associate director of the division of occupational education here in North Carolina.

The question directed to me makes reference to the data previously submitted that North Carolina matches approximately $5 for each $1 of Federal funds under the vocational education amendments.

This does not include construction or other capital outlay funds as we normally think of them. It includes only operation (current) expenses.

Also, the method of accounting we use in North Carolina makes it very difficult for us to get at a total cost. For example, in the $5 to $1, teacher travel expenses, teacher salary supplement and certain other locally paid expenses are included. This is reflected as the one exception to my previous statement. Approximately $1.6 million is allocated for construction in the Community College system. The $665,000 of vocational amendment funds are used for this construction, and is matched with $1 million from other sources. If, including the millions of State and local dollars made available annually for vocational education construction in North Carolina, the total expenditure from current expenses and capital outlay were totaled together, it is estimated by some that the matching would be approximately $14 for each $1 of Federal funds.

Having been in my position for 10 years, I can promise you the great incentive for our State and local units to support occupational education comes from the Federal dollar. You may be interested in knowing that in North Carolina, the public school law established vocational educaton based on a statement that goes something like this: The legislature shall appropriate an amount each year based upon Federal receipts for vocational education at a level at least equal to that received from the Federal Government.

In essence, I am saying vocational education really got its start in North Carolina because of the Federal incentive. There was no law in this State which said we shall have vocational education, until funds came from the Federal Government. While I have the floor there is another concern. I have talked to Mr. Radcliffe about it at a recent meeting in St. Louis, Mo. I am concerned with the requirements under the work-study program. This piece of legislation has done more for young adults in North Carolina as an incentive to remain in school than probably much of the other legislation.

However, one of our major problems is this: When the legislation was first implemented, the hourly rate of pay was approximately 75 cents an hour. The controlling requirement of $45 or $60 was fine at that time. However, now that the minimum wage is facing $1.90 or $2 an hour, these restrictions as to maximum number of hours to be worked or maximum amount of dollars to be earned during the regular school year is making the program almost inoperable.

So my recommendation would be that the hourly requirement remain in the legislation but the maximum amount of dollars be withdrawn from the legislation. I think this action would provide the incentive we need to continue a significant program service in this State.

Mr. ANDREWS. May I say there are two gentlemen who have sent you, Chairman Perkins, a message. They do not desire to testify. The gentlemen are Mr. Paul O. Lentz, local director of occupational education, Cabarrus County Schools, Concord, N.C.—he writes as follows:

> On behalf of the North Carolina Vocational Association, I would like to welcome you to North Carolina. I commend you or your support of vocational education in the past years and I am looking forward to your continued support in the future.

Then I have a statement from Mr. Robert S. Morrow, local director of occupational education, Guilford County Schools, Greensboro, N.C.:

> As past Secretary of the North Carolina Association of Local Directors of Occupational Education, I would like to welcome you to North Carolina and on behalf of the occupational teachers of the Guilford County schools, I would like to commend you and your committee for the good work of your committee and support of vocational education.

Chairman PERKINS. I would be derelict in my responsibility at the conclusion of these hearings if I did not recognize the great leadership of Nurham Warwick and also Bob Strother and their staffs from the State Department of Education who did most of the work in setting up this hearing. They deserve the appreciation of this subcommittee and, in my judgment, the entire membership of the House of Representatives in Washington and the entire Congress.

To my way of thinking, this has been an outstanding hearing. We did not pass the 1963 Vocational Education legislation by working a few hours a day. We worked nights. We worked sometimes almost around the clock in Washington trying to resolve the differences. We also had some field hearings.

This is a beginning of a complete revision and I anticipate when this final product is produced in the Congress, and I am hopeful my friend Congressman Andrews will be by my side all the way and Congressman Quie as well, North Carolina and the rest of America will be the beneficiaries to the extent in the seventies and eighties that they were in the sixties, under the 1963 legislation.

The program must be expanded. We have received wonderful suggestions here today and I know with the leadership that we have in the Congress, Congressman Quie in particular, from Minnesota, and Congressman Andrews from this great area, this great State of North Carolina, we are going forward and we are not going backward.

Do you have anything to state, Mr. Radcliffe?

Mr. RADCLIFFE. Just to concur with what you have said.

Chairman PERKINS. There is a Republican.

Mr. Andrews, do you wish to state anything in conclusion?

Mr. ANDREWS. I think not.

Chairman PERKINS. I thank everybody for being so nice to us and I wish I had a week instead of having to fly out of here tonight on a 6 o'clock plane. I wish I could stay in this great State for a period of time, but this is not my last visit to this great area. I have been treated too well. I intend to come back at every opportunity.

Thank you very much. The hearing is now adjourned.

[Whereupon, at 4:30 o'clock p.m., the subcommittee was adjourned, subject to the call of the Chair.]

[Additional material submitted for the record follows:]

Comparing the cost of educating secondary students in the area of vocational education with students in non-vocational areas is very difficult. The only accurate figures comparing cost would require that specific time frames, programs, schools, etc. be given. However, in North Carolina under the Comprehensive High School approach toward education the average cost for providing vocational training in 1973-74 was approximately $173 per student above the average cost of providing for education in nonvocational areas. We must realize that the figures used to provide the average cost statement can not be applied to specific programs. The cost for providing the most inexpensive vocational education training as well as the most expensive vocational education training was included to reach that average. The average cost will vary from State to State and from school system to school system depending upon the number of pupils enrolled, their ages, type of programs offered, sophistication of the school, home, community environment, prerequisite training, etc.

NORTH CAROLINA STATE A.F.L.-C.I.O.,
DEPARTMENT OF RESEARCH AND EDUCATION,
Raleigh, N.C., April 1974.

POSITION OF THE NORTH CAROLINA AFL-CIO ON CAREER EDUCATION

The members of the North Carolina AFL-CIO feel very strongly that Career Education must not be a euphemism for a tract system in which workers' children are prepared simply to earn an hourly wage while upper middle class boys and girls study to be professionals. Rather, they feel that Career Education must be part of an integrated plan of study, the end of which is the background necessary for a fulfilling life.

We must make sure that all students are provided with the knowledge and skills normally associated with mathematics, science and the language arts. Every student must be given an equal opportunity, especially in the early formative years, to develope the skills required to become a doctor or a lawyer as well as a plumber or a mechanic.

All too often we find working class children pushed into Career Education programs because they do not reflect the predominately upper middle class bias of educators. Not to allow a human being the opportunity to grow to his fullest, is perhaps the greatest disservice you can render him.

The North Carolina AFL–CIO is concerned that individuals must be able to enter the work force and that they should receive the training which will enable them to do so. The jobs are not an end in themselves, but rather a means to a self-fulfilling life. In fact, the purpose of our member trade unions is primarily to improve the opportunity of our members to have such a life.

Education must prepare people for the world of work, but it must also prepare them to be intelligent consumers when they spend their earnings, it must prepare them to be effective members of their family group, and effective citizens of their communities and of their world, and it must prepare them to enrich the quality of their lives.

The North Carolina AFL–CIO supports programs which will prepare children for their careers, but we must be sure that children of working parents are not simply given a second rate education.

CHRISTOPHER SCOTT,
Director.

RESOLUTION

Whereas, the State of North Carolina has been at the foremost in recognizing the great value of educating and training its people, and

Whereas, North Carolina has expended vast efforts in bringing education and training to its people, and

Whereas, North Carolina has given emphasis to Vocational Education for its people because of the benefits it brings in better lives for the people, and

Whereas, the Federal Government and the States have cooperated in providing Vocational Education throughout the nation, starting as long ago as 1917, and

Whereas, in North Carolina, the cooperative effort has augmented the effort that the State itself made, and resulted in an expanded effort reaching more people, and

Whereas, the Committee on Education and Labor of the U.S. House of Representatives has chosen to hold Congressional hearings on Vocational Education in Raleigh, North Carolina, on April 26, and

Whereas, the Chairman of that Committee, Representative Carl D. Perkins of Kentucky, has been outstanding in the Congressional effort for education through sponsorship and leading to passage such legislation as the Vocational Education Act of 1963, the Higher Education Act of 1965, the Elementary and Secondary Education Act of 1965, and the School Lunch Act: Now, therefore, be it

Resolved, That the City Council of Raleigh, North Carolina commends Congress for its support of Vocational Education and other educational legislation which benefits the people; and be it further

Resolved, That the City Council of Raleigh, North Carolina, commends Representative Carl D. Perkins of Kentucky for his role in securing passage of vital educational legislation: and be it finally

Resolved, That the City Council of Raleigh, North Carolina passes this resolution to exemplify the support and best wishes for the work that Chairman Perkins has successfully completed in the area of education. This resolution is to be presented to Representative Carl D. Perkins of Kentucky on behalf of the City Council of Raleigh, North Carolina on April 26, 1974.

Adopted this 16th day of April, 1974 by the City Council of Raleigh North Carolina.

CLARENCE LIGHTNER, *Mayor,*
City of Raleigh, N.C.

RESOLUTION

Whereas, Vocational Education in the State of North Carolina and the County of Wake has through the years been of incalculable value to the citizenry, and

Whereas, the United States House of Representatives Committee on Education and Labor has chosen Raleigh and Wake County as the site of Congressional hearings on Vocational Education on April 26, and

Whereas, the Chairman of the Committee, Representative Carl D. Perkins of Kentucky, has been outstanding in the Congressional effort for the passage of legislation such as the Vocational Education Act of 1963, the Higher Education Act of 1965, the Elementary and Secondary Education Act of 1965, and the School Lunch Act: Now, therefore, be it

Resolved, That the County Commission of Wake County, North Carolina commends the Congress for its continued support of educational legislation, and be it further

Resolved, That the County Commission of Wake County, North Carolina commends Representative Carl D. Perkins of Kentucky and the members of the Committee for their individual and collective roles in securing passage of essential vocational education legislation, and be it finally

Resolved, That this resolution is to be presented to Representative Carl D. Perkins of Kentucky on behalf of the County Commission of Wake County, North Carolina on April 26, 1974.

WAVERLY F. AKINS, *Chairman*,
Wake County Commission.

NEEDHAM B. BROUGHTON HIGH SCHOOL,
Raleigh, N.C., April 30, 1974.

Mr. JOHN JENNINGS,
Majority Counsel, House Education and Labor Committee, Rayburn Office Building, Washington, D.C.

DEAR MR. JENNINGS: During your recent hearing in Raleigh, the Committee heard testimony from representatives of a variety of occupational educators such as agricultural education, home economics, industrial arts, etc. I regret exceedingly that no representative of Business Education had an opportunity to emphasize the necessity to support this area of training on something like the level of support given to the other occupational areas.

This does not always happen as witness the very omission of Business Education testimony before the Committee. Another blatant example of discrimination is on the Teacher Data Sheet report which ultimately goes to HEW. My school offers fifteen courses in Business Education but only three can be listed on the report whereas there is a place of all courses in Home Economics, Industrial Arts, etc.

Another area of great concern is teacher education funding. In eight years of working with Cooperative Office Occupations, I have never had compensation for in-service training. Most recently I had to take a course on my own time and at my own expense in order to teach new machines whereas my fellow teacher in Home Economics was sent to a university for several weeks with all expenses paid to take a refresher course in drapery making.

All of this is to plead most urgently that the Committee in its deliberations about support for all areas of occupational education give recognition to the importance of Business Education and accord it support on as equitable basis with all of the other areas.

Sincerely yours,

MRS. DIXIE C. PORTER,
Business Department Chairman.

VOCATIONAL EDUCATION AMENDMENTS OF 1974

MONDAY, MAY 6, 1974

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Lehman, and Steiger.

Staff members present: Jack Jennings, counsel; Eydie Gaskins, special assistant; and Charles Radcliffe, minority counsel.

Chairman Perkins. The committee will come to order.

This morning the General Subcommittee on Education is resuming hearings on occupational, vocational, and adult education.

I would like to insert in the record at this point H.R. 14454, a bill to extend the Vocational Education Act until fiscal year 1980.

[Text of H.R. 14454 follows:]

[H.R. 14454, 93d Cong., Second Sess.]

A BILL To extend the authorization of appropriations for the Vocational Education Act of 1963 until fiscal year 1980

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Vocational Education Amendments of 1974".

SPECIAL PROGRAMS FOR THE DISADVANTAGED

Sec. 2. Section 102(b) of the Vocational Education Act of 1963 is amended by striking out "1975" and inserting in lieu thereof "1980".

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Sec. 3. Section 104(a)(4) of such Act is amended by striking out "five" and inserting in lieu thereof "ten".

EXEMPLARY PROGRAMS AND PROJECTS

Sec. 4. Section 142(a) of such Act is amended by striking out "five" and inserting in lieu thereof "ten".

RESIDENTIAL VOCATIONAL EDUCATION DEMONSTRATION SCHOOLS

Sec. 5. (a) Section 151(b) of such Act is amended by striking out "1975" and inserting in lieu thereof "1980".

(b) Section 152(a)(1) of such Act is amended by striking out "1975" and inserting in lieu thereof "1980".

(c) Section 153(d)(2) of such Act is amended by striking out "four" and inserting in lieu thereof "nine".

CONSUMER AND HOMEMAKING EDUCATION

SEC. 6. (a) Section 161(a)(1) of such Act is amended by striking out "1975" and inserting in lieu thereof "1980".

(b) Section 161(c) of such Act is amended by striking out "five" and inserting in lieu thereof "ten".

COOPERATIVE VOCATIONAL EDUCATION PROGRAMS

SEC. 7. Section 172(a) of such Act is amended by striking out "1975" and inserting in lieu thereof "1980".

WORK-STUDY PROGRAMS FOR VOCATIONAL EDUCATION STUDENTS

SEC. 8. Section 181(a) of such Act is amended by striking out "1975" and inserting in lieu thereof "1980".

CURRICULUM DEVELOPMENT IN VOCATIONAL AND TECHNICAL EDUCATION

SEC. 9. Section 191(b) of such Act is amended by striking out "1975" and inserting in lieu thereof "1980".

Chairman PERKINS. Our witnesses today are from the major vocational youth organizations in the country. The first witness will be Mr. Larry Johnson, executive director, Vocational Industrial Clubs of America.

You may begin your presentation, Mr. Johnson. We are delighted to welcome you here today.

STATEMENT OF LARRY W. JOHNSON, EXECUTIVE DIRECTOR, VOCATIONAL INDUSTRIAL CLUBS OF AMERICA (VICA), FALLS CHURCH, VA., ACCOMPANIED BY STEPHEN DENBY, ASSOCIATE EXECUTIVE DIRECTOR, VICA; AND NITA JO TWILLA, STUDENT AND A NATIONAL VICE PRESIDENT, VICA

Mr. JOHNSON. Thank you, Mr. Perkins.

Mr. Chairman and members of the General Subcommittee on Education, I am Larry W. Johnson, executive director, Vocational Industrial Clubs of America. On behalf of our organization I wish to express appreciation for this opportunity to address this committee.

With your permission I would like to introduce two persons who are present today also representing our organization. They are good examples of what we are striving to do in the field of vocational education and, more specifically, trade and industrial education. They are Miss Nito Jo Twilla and Mr. Stephen Denby.

Miss Twilla is a member of VICA, presently a national vice president of VICA, age 17, and a student at Dyersburg High School, Dyersburg, Tenn. She is currently enrolled in cosmetology. Most recently she was appointed to serve on the Tennessee State Advisory Council for Vocational Education by the Governor of Tennessee.

Mr. Denby is a graduate of vocational education and received his training as a cabinetmaker in Sarasota Vocational School, Sarasota, Fla., and participated in vocational education student activities. He served as State president of the Florida Trade Education Clubs.

Upon his graduation from high school, Mr. Denby worked for several years following his trade as a cabinetmaker. He later came back into vocational education as a cabinetmaking instructor and also served as a VICA club adviser. Following several years of successful teaching experience and the completion of his baccalaureate studies, he was invited to join the State vocational staff in Florida as State director of our Florida association activities. He presently is associate executive director of the Vocational Industrial Clubs of America.

I am sure that both Miss Twilla and Mr. Denby would be most happy to respond to any questions that you might have following my remarks.

VICA—WHAT IT IS, HOW IT CONTRIBUTES TO DEVELOPMENT OF THE TRADE, INDUSTRIAL, TECHNICAL, AND HEALTH OCCUPATIONS STUDENTS

The Vocational Industrial Clubs of America (VICA) is the national youth organization serving trade, industrial, technical, and health occupations education students with leadership, citizenship, and character development programs and activities.

Our organization consists essentially of two major divisions: One serving students enrolled in high school vocational programs and the other serving students at the postsecondary level. Students form clubs with the assistance of their teacher within the school and we consider these activities as an essential and integral part of the students' development.

We believe that every vocational student should enter the labor market with a salable job attitude, qualities of character, citizenship and trade ethics, as well as a general understanding of the system of free enterprise in which he will spend his entire working life.

Our philosophy is based upon the premise that today's craftsmen and technicians must have more than just technical skills, but must possess these attributes I have just described.

VICA EMPLOYS THREE MAJOR THRUSTS FOR PERSONAL DEVELOPMENT

VICA has three thrusts or programs especially employed in the area of student personal development. These are: Leadership training, vocational initiative, and competition.

Leadership training sessions in such vital areas as public speaking, parliamentary procedure, group dynamics, and cooperation with their fellow man are a regular part of the VICA member's club work. In addition, the VICA member has the opportunity to take part in district, State, and National leadership conferences which offer the opportunity to grow.

VICA believes its members should provide leadership in activities which affect their work, their community, their school, their Nation.

The VICA U.S. Skill Olympics is a program that gives VICA members recognition as young workers, pride in their trade and confidence in themselves. Contest winners receive gold, silver, and bronze medallions. The U.S. Olympics medallion is becoming a symbol of excellence.

INTERNATIONAL SKILL OLYMPICS

We are extremely proud of a recent development that I would like to report on briefly. Under VICA's leadership, the United States has recently been admitted as a participant in the International Skill Olympics. This means that winners from our U.S. Skill Olympics will be competing as well as exchanging ideas with young craftsmen from 18 nations from throughout the world.

Participation in this offers us many opportunities to not only learn from craftsmen of the world, but brings our youth together. We will provide contestants in 10 international skill events to be held in Lisbon, Portugal, this August. The areas we plan to enter are: bricklaying, radio and TV repair, cosmetology, industrial electronics, carpentry, machine trades, machine drafting, sheet metal, welding, and house wiring.

I will be most happy to provide more detailed information on this at your request.

FOUNDING AND DEVELOPMENT OF VICA

VICA was organized in 1965; total membership is currently 180,014. As you probably are well aware, the national organization is supported primarily by dues paid when a student becomes a member; for us this is $1.50 annually sponsored activities.

Our students over the years have taken a great deal of pride in this and we feel it is one of the facets that has contributed most to our enthusiasm, our vitality, and our relevance.

While there might be those that feel organizations such as ours deserve the support of Federal dollars, one might consider a remark by former Commissioner of Education, the Honorable Sidney Marland, and I quote: "Perhaps it has been the struggle and the strain that has contributed most to making the organization what it is today."

Since VICA's founding in 1965 we have had a cumulative enrollment of more than 950,000 students. Of course, I mentioned during the past year we enrolled more than 180,000 students. However, let's look at where we stand, and where we have to go is the challenge.

All students in trade, industrial, technical and health occupations programs are eligible for VICA membership. That means a possible 1,752,643 members for VICA, as compared to VICA's present membership of 180,000.

I might inquire, Mr. Chairman, if there is a specified time limit.

Chairman PERKINS. We would appreciate it if you would summarize your statement, as we must hear all of the witnesses by noon today. And, without objection, your prepared statement will be inserted in the record in its entirety.

[The prepared statement follows:]

PREPARED STATEMENT OF LARRY W. JOHNSON, EXECUTIVE DIRECTOR, VOCATIONAL INDUSTRIAL CLUBS OF AMERICA

The Honorable Carl D. Perkins and Members of the General Subcommittee on Education. I am Larry W. Johnson, Executive Director, Vocational Industrial Clubs of America. On behalf of our organization I wish to express appreciation for this opportunity to address this committee.

With your permission I would like to introduce two persons that are present today also representing our organization. They are good examples of what we are striving to do in the field of vocational education and more specifically trade and industrial education. They are Miss Nita Jo Twilla and Mr. Stephen Denby. Miss Twilla is a member of VICA, presently a National Vice President of VICA, Age 17, and a student at Dyersburg High School, Dyersburg, Tennessee. She is currently enrolled in Cosmetology. Most recently she was appointed to serve on the Tennessee State Advisory Council for Vocational Education by the Governor of Tennessee. Mr. Denby is a graduate of vocational education and received his training as a cabinet maker in Sarasota Vocational School, Sarasota, Florida, and participated in vocational education student activities. He served as State President of the Florida Trade Education Clubs. Upon his graduation from high school, Mr. Denby worked for several years following his trade as a cabinet maker. He later came back into vocational education as a cabinet making instructor and also served as a VICA club advisor. Following several years of successful teaching experience and the completion of his baccalaureate studies, he was invited to join the State Vocational Staff in Florida as State Director of our Florida Association activities. He presently is Associate Executive Director of the Vocational Industrial Clubs of America. I am sure that both Miss Twilla and Mr. Denby would be most happy to respond to any questions that you might have following my remarks.

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VICA EMPLOYS THREE MAJOR THRUSTS FOR PERSONAL DEVELOPMENT

Three thrusts or programs are especially employed by VICA in the area of student personal development. These are: Leadership Training, Vocational Initiative and Competition. Leadership training sessions in such vital areas as public speaking, parliamentary procedure, group dynamics and cooperation with their fellowman are a regular part of the VICA member's club work. In addition, the VICA member has the opportunity to take part in district, state and national leadership conferences which offer the opportunity to grow. VICA believes its members should provide leadership in activities which affect their work, their community, their school, their nation. As VICA members progress in their occupational training, they are recognized for their achievement by advisory committees consisting of labor and management leaders in the community. The Vocational Initiative and Club Achievement Program gives advisory committee members the opportunity to evaluate VICA members directly as they climb the ladder of success in both leadership development and occupational learning. As students achieve, they receive patches or symbols of achievement recognizing their progress. VICA members compete with basic occupational skills at local, state and national meets. The VICA United States Skill Olympics is a program that gives VICA members recognition as young workers, pride in their trade and confidence in themselves. Contest winners receive gold, silver and bronze medallions. The U.S. Skill Olympics medallion is becoming a symbol of excellence.

U.S. SKILL OLYMPICS COMPETITIVE AREAS

	Number of States participating	
	Secondary	Postsecondary
Leadership:		
Club business procedure	25	4
Display	28	7
Extemporaneous speaking	32	6
Job interview	38	14
Opening and closing ceremonies	30	7
Outstanding club	25	5
Prepared speech	36	11
Safety	18	2
Skill:		
Air-conditioning and refrigeration	22	11
Architectural drafting	34	13
Auto body	30	11
Auto mechanics	38	15
Bricklaying	28	11
Carpentry	35	14
Commercial art	25	7
Commercial food trades	25	6
Cosmetology	28	13
Dental assistant	24	4
Diesel mechanics	22	9
Electrical trades	31	9
Industrial electronics	29	14
Machine drafting	34	12
Machine shop	35	13
Nurse aide and orderly	33	3
Offset printing	27	8
Practical nurse	11	10
Radio and TV repair	29	14
Sheet metal	19	5
Welding (metal—arc)	36	15
Welding (mig and tig)	31	15

INTERNATIONAL SKILL OLYMPICS

We are extremely proud of a recent development that I would like to report on briefly. Under VICA's leadership the United States has recently been admitted as a participant in the International Skill Olympics. This means that winners from the United States Skill Olympics will be competing as well as exchanging ideas with young craftsmen from nineteen nations from throughout the world. Participation in this offers us many opportunities to not only learn from craftsmen of the world, but brings our youth together. We will provide contestants in ten international skill events to be held in Lisbon, Portugal this August. The areas we plan to enter are: Bricklaying, radio and TV repair, cosmetology, industrial electronics, carpentry, machine trades, machine drafting, sheet metal, welding, and house wiring.

I will be most happy to provide more detailed information on this at your request.

FOUNDING AND DEVELOPMENT OF VICA

VICA was organized in 1965 as a non-profit, educational association through the efforts of the National Association of State Supervisors of Trade and Industrial Education. The American Vocational Association, U.S. Office of Education, AFL–CIO and the United States Chamber of Commerce sponsored its founding. There are currently 43 member associations including Puerto Rico and the Virgin Islands, with a total membership of 180,014.

As you probably are well aware the National Organization is supported primarily by dues paid when a student becomes a member, for us this is $1.50 annually. No tax dollars go into the operation of any nationally sponsored activities. Our students over the years have taken a great deal of pride in this and we feel it is one of the facets of the total vocational student movement within the U.S. that has contributed most to our enthusiasm, vitality and relevance. While there might be those that feel organizations such as ours deserve the support of Federal dollars, one might consider a remark by former Commissioner of Education, the Honorable Sidney Marland, and I quote:

"Perhaps it has been the struggle and the strain that has contributed most to making the organization what it is today."

Since VICA's founding in 1965 we have had a cumulative enrollment of more than 950,000 students. During the past year we enrolled more than 180,000 students. However, let's look at where we stand and where we have to go. All students in trade, industrial, technical and health occupations programs are eligible for VICA membership. That means this many members are eligible to join VICA (figures are for the fiscal year ending June 30, 1972).

	Grades 9 to 12	Postsecondary
T. & I.	924, 618	365, 879
Technical	37, [illegible]9	189, 468
Health occupations	57, 3[illegible]3	177, 466
Total	1, 019, 830	732, 813
Grand total	1, 752, 643	

A possible 1,752,643 members for VICA—as compared to VICA's present membership of 180,000.

See what National membership could be if there were strong high school and post-secondary organizations in each state, functioning at full potential. National VICA's records show that:

32% of VICA members are enrolled in Cooperative Training programs.

65% of VICA members are enrolled in Trade & Industrial Day Trades programs.

3% of VICA members are enrolled in Health Occupations programs.

No figures are available which show the number of students training in ICT programs in the health occupations.

Following is VICA membership as compared to our potential:

	Membership (May 1974)	Potential membership [2]	
		Grades 9 to 12	Postsecondary
Alabama	4, 429	13, 154	15, 508
Alaska	37	2, 397	910
Arizona	1, 731	9, 629	21, 064
Arkansas	2, 981	3, 072	4, 328
California	2, 662	86, 802	156, 349
Colorado	3, 835	10, 394	8, 368
Connecticut [1]	21	11, 327	4, 345
Delaware	1, 730	6, 958	336
District of Columbia		1, 701	961
Florida	4, 584	43, 816	39, 854
Georgia	5, 250	11, 972	15, 090
Guam [1]		491	37
Hawaii [1]		1, 450	4, 948
Idaho	238	1, 288	2, 180
Illinois	2, 727	175, 523	41, 756
Indiana	3, 199	13, 049	4, 654
Iowa	1, 311	3, 215	11, 131
Kansas	2, 350	5, 568	5, 613
Kentucky	5, 853	11, 542	8, 616
Louisiana [1]		6, 249	13, 041
Maine [1]		2, 253	1, 852
Maryland	507	22, 041	12, 506
Massachusetts [1]	17	28, 363	6, 019
Michigan	506	33, 261	37, 320
Minnesota	2, 882	6, 797	13, 267
Mississippi	1, 754	7, 570	6, 435
Missouri	4, 362	16, 137	9, 712
Montana	227	5, 968	2, 225
Nebraska	91	4, 312	4, 753
Nevada	192	7, 033	2, 139
New Hampshire [1]		1, 432	1, 549
New Jersey	1, 463	25, 056	11, 809
New Mexico	1, 339	4, 028	2, 514
New York	7, 417	110, 163	31, 978
North Carolina	10, 273	45, 232	27, 156
North Dakota	448	1, 213	2, 774
Ohio	15, 829	35, 613	10, 311
Oklahoma	9, 909	14, 175	3, 861
Oregon	511	9, 480	12, 779
Pennsylvania	11, 879	56, 752	20, 263
Puerto Rico	5, 740	11, 961	11, 030

See footnotes at end of tables.

	Membership (May 1974)	Potential membership[2]	
		Grades 9 to 12	Postsecondary
Rhode Island[1]		3, 105	736
South Carolina[1]		14, 250	6, 839
South Dakota	513	1, 342	1, 775
Tennessee	9, 813	15, 818	12, 427
Texas	31, 699	40, 462	33, 410
Utah	1, 984	9, 561	10, 586
Vermont	721	2, 805	212
Virgin Islands	143	462	28
Virginia	10, 715	20, 592	9, 597
Washington	801	5, 608	31, 572
West Virginia	3, 016	9, 200	2, 309
Wisconsin	282	25, 389	21, 986
Wyoming[1]		939	534

[1] Has no State VICA association.

[2] Division of Vocational and Technical Education, Office of Education, U.S. Department of Health, Education, and Welfare, vocational and technical education selected statistical tables, fiscal year 1972 Washington, D.C.

PERCENTAGE OF MEMBERSHIP INCREASE, 1965-74

Year	Total number of members	Difference	Percent increase
1966	29, 534		
1967 (June 10, 1967)	42, 829	13, 295	45
1968 (June 13, 1968)	62, 848	20, 019	47

Year	Secondary	Percent increase	Post-secondary	Percent increase	Total	Percent increase
1969 (June 13, 1969)	80, 459		1, 671		82, 130	31
1970 (June 9, 1970)	92, 864	15	2, 309	38	95, 173	16
1971 (June 17, 1971)	100, 445	8	2, 718	2	103, 163	8
1972 (June 8, 1972)	120, 572	20	3, 620	33	124, 192	20
1973 (June 24, 1973)	145, 465	21	5, 966	65	151, 431	22
1974	171, 455	17. 8	7, 329	22. 8	180, 014	18. 8
Average						22

GROWTH

VICA grew dramatically during its first few years—1965–69 at approximately 50% annual growth.

Recent years (since 1969) growth has averaged 20% annually.

1972–73 had a 22% growth.

1973–74 estimated growth is for 20% with a total membership of 180,000.

VICA serves 43 official state and territorial associations. Two will be added this year—Wisconsin and North Dakota.

VICA is still only serving 10% of its potential.

Although vocational student organizations have been questioned for postsecondary students, membership growth in this area indicates a definite need. In the last three years, growth has averaged 38% annually.

ROAD BLOCKS TO GROWTH

Lack of full-time State VICA Directors on State Department of Education Staff.

Teacher educators are not fully involved, thus teachers are not trained.

Lack of commitment in both federal and state laws thus a lack of commitment by administrators at the state level.

Inadequate number of staff at the national level for materials development, promotion and training.

SERVING THE DISADVANTAGED, INNER CITY YOUTH AND MINORITY RACES

VICA does not have accurate information on the number of disadvantaged, handicapped, inner city or minority race youths that are being served. It has been the philosophy of VICA not to segregate but to integrate youth into its total program. Blacks have been successful on a regular basis in competition for VICA's highest offices.

Every year since 1968 there have been black students serving on the national executive council. Since that year, 16% of our national officers have been black. One was an American Indian.

During the school year 1971–72 and this current year, 4 out of 18 national officers were black students.

Minority students have indicated VICA programs appeal to them.

VICA has clubs in the large cities. Examples are: Norfolk, Philadelphia, Baltimore, Chicago, New York City, Cleveland, Miami, and St. Louis.

Particularly bright spots with VICA involvement in the inner city has been at Carver Vocational High School in Baltimore, Maryland, Crane High School in Chicago, and O'Fallon Tech in St. Louis. The inner city development has not been as successful as it could be.

PROBLEMS

City school districts have not assigned personnel to vocational student activities to provide leadership in line with the large number of students who need help.

Administration of student activities have not been business-like.

Due to tight teacher contracts, VICA is viewed as an extra activity and therefore requires additional salary supplements.

Lack of vocational student organizations in city school district planning guides.

Meeting the Training Needs of Students and the Manpower Needs of American Industry

The Vocational Industrial Clubs of America must not be considered as only an "organization." To put it in proper perspective, we must consider VICA as a "tool" to be used in the classroom and laboratory by the vocational instructor. It is a tool which used properly will motivate students, improve their enthusiasm for learning, give them a better understanding of the interworkings of industry . . . labor and management. It serves as a window on vocational education, improves the self-image of the student who participates by giving him a wholesome and distinctive identity. In this day of the complex industrial society with the ever-increasing pressure, the individual VICA advisor is concerned with the total development of the student and offers an essential dimension to a trade program. As has been said many times, there is a gap between technology and man. Our ever-increasing knowledge tends to make many of our students feel no more than as though they were a piece of equipment. Where there are active VICA programs, we can document greater successes from the standpoint of our teacher as well as the acceptability of our graduates by industry.

An essential component in vocational education is the link that must exist between the training program and industry. Without communication with the employer of our students, our programs will run the risk of being irrelevant and obsolete. Where there are Vocational Industrial Clubs, relationships with industry exist. Because of the nature of our programs, they must have the involvement of industry if they are to succeed. During the nine years of VICA's existence, I know industry has become more involved in the training programs of vocational education. In many industries throughout the United States, commitments are being made that request graduates to have been involved in VICA's type of leadership and personal development programs. I submit, for your consideration, statements of endorsement by leading labor unions, corporations and trade associations throughout the United States.

* * * We need you. Not just General Motors but America. We need you to build our homes and factories, to keep our cars and television sets going, to back

up our engineers and, above all, to translate VICA's dedication to service and responsible citizenship into the constructive action that separates the doers from the dreamers and wishers. We need you to help make everyone's life better and easier.

RICHARD L. TERRELL,
Executive Vice-President,
General Motors Corp.

The AFL–CIO supports adequate vocational education to allow young people full and equal opportunity for available jobs in the labor market. Many high school graduates and those seeking additional training in technical schools and junior colleges qualify for apprenticeship programs and become union members. While receiving their training in the public schools, they now have the added opportunity of VICA. VICA complements the skills they are learning to prepare for life (American Federation of Labor-Congress of Industrial Organizations).

The National Association of Manufacturers endorses the concept and programs of the Vocational Industrial Clubs of America. VICA works directly with young people in their homes, schools, and communities and on-the-job. Members are trained in the critical occupational areas on a national scale and the organization has the dual purpose of preparing young people for entry into the labor market and meeting the nation's industrial manpower needs. Every effort should be made by the business community to support education for those who wish to pursue in the spirit of free choice, technical-vocational preparation, including general studies, which will enable them to fulfill their roles as responsible, employable citizens (National Association of Manufacturers).

The Chamber of Commerce of the United States has continuously supported vocational and industrial training programs at the high school and post-high school level, where students acquire the skills so necessary in obtaining and holding good jobs. The Chamber of Commerce supports the expansion of cooperative and work programs. There is also a high degree of receptivity on the part of business and the Chamber of Commerce for expanding career orientation programs at the elementary and secondary school levels. Businessmen throughout the country recognize the importance and benefits to be derived from a national organization, such as VICA, which is tied into the industrial education program. The opportunities for personal growth in leadership, citizenship and social competence are boundless and will benefit youth personally and their communities as well (Chamber of Commerce of the United States).

Vocational education has the most wanted product in America today—trained manpower. And VICA students are the most wanted people in America because they are the young soon-to-be-job seekers who have skills for industrial technical occupations. What is more, they have absorbed the philosophy of VICA—to be proud of their skills; to be concerned, responsible citizens; and to develop the qualities of leadership and initiative within themselves. For these reasons, Brick Institute of America was proud to be the first Associate Industrial Member of VICA and to offer our wholehearted support.

BIA supports and endorses VICA because our industry, and American industry as a whole, needs VICA (Brick Institute of America).

The National Association of Home Builders is very much concerned with the need to recruit capable, ambitious youth into the construction trades. For this reason, we heartily endorse the programs and activities of the Vocational Industrial Clubs of America which is giving new status and impetus to the industrial-technical programs in high schools and junior colleges. VICA's emphasis on the dignity of labor and on the personal satisfaction and value of good craftsmanship is long-needed and of immeasurable value to our Nation (National Association of Home Builders).

While student-trade organizations have been in existence for many years, VICA is the first to offer vocational students, on a nation-wide basis, motivation, respect for their capabilities, an understanding of their role in the industrial community and an awareness of their roles as citizens. ABC will make every effort to assist VICA members in their efforts to train those students in need of assistance, such as high school dropouts, and prepare those students who are vocationally oriented for the role they will play when they enter the nation's industries (Associated Builders and Contractors, Inc.).

Trained manpower with industrial-technical skills are the most needed product in our country today. I attended VICA meetings from the planning stages; the forming of local chapters and state organizations. Today VICA has attained the status of a national organization.

VICA's continuous contributions to the nation's economy through vocational and technical education in the development of our youth's skills, responsibilities, integrity, and leadership are geared to the continuous process of working and learning.

American Technical Society salutes VICA members, their instructors, advisors, and permanent staff.

HARRY W. SEARS,
American Technical Society.

Because VICA is so successfully helping develop people who understand and appreciate the value of good work and an America that was built by good work—is teaching them to participate in it in the fullest, most rewarding way—is helping them develop skills that will serve them well for a lifetime—because VICA is bringing a sense of dignity, honesty and pride to vocational work—is helping young people show the world that American skill and craftmanship are potent factors meriting respect—is helping young people to understand that this is THEIR America and to show the world they intend to keep her and see her stand proud in the community of nations and remain a healthy, viable system that no other country can improve upon—and because VICA is aiding in the development of proud, self-reliant, competent individuals that can look after themselves, their families, and their country—THIS is why the trucking industry stands in support of VICA! (The Regular Common Carrier Conference, American Trucking Association).

The automobile repair industry is becoming increasingly more complex with each passing year. The need for trained automotive technicians is of prime importance if we are to expect our motor vehicles to run properly, economically, and emit fewer pollutants.

VICA students are the people who can step into positions as professional automotive technicians. Their training and belief in the philosophy of VICA makes them highly sought after candidates for the job market. Their pride, concern, and initiative makes them valuable additions to America's labor force.

GEORGE W. MERWIN III,
Acting Executive Vice President,
Automotive Service Council of America, Inc.

The automotive service industry needs intelligent and competent young people who have the necessary skills required to keep America's vehicles rolling. We feel that Vocational Industrial Clubs of America students can be a very valuable source of manpower in helping us meet the challenges facing our industry now and in the future. The Automotive Service Industry Association is pleased to support VICA by our Associate Industrial Membership in the organization. We hope other industries will join us in helping support this worthwhile and viable youth organization (Automotive Service Industry Association).

Carrier has long and enthusiastically supported vocational schools, which are the prime sources of the competent and skilled technicians so vitally important to the continuation and future growth of the air conditioning and refrigeration industry. Today's VICA members, admirably active in promoting vocational education and instilling justifiable pride in vocational careers, are tomorrow's leaders. Carrier, which has sponsored New York State technical skill contests, will continue to support VICA in an effort to expand its activities, pride in workmanship and vocational skills both today and tomorrow (Carrier Corporation).

It is seldom that we find a student organization that has goals which foster attitudes of humility, dignity of work, love of country and honesty among students who are planning to enter the labor market.

It is also extremely rare for a student organization to involve Organized Labor in the mainstream of its activities. The Vocational Industrial Clubs of America (VICA) is one such organization.

The IBEW has long supported those whose activities have been to enhance the human dignity of skilled craftmen, and those who have strived to teach responsibilities and the guarantee of human justice and security.

The IBEW does endorse the principles and purposes of the Vocational Industrial Clubs of America and commends VICA for its success in providing leadership to educators and students for involving Organized Labor in the mainstream of public educational activities.

Further, I call upon all local unions to assist the Vocational Industrial Clubs of America at all levels in the accomplishment of its declared goals.

CHARLES H. PILLARD,
International President,
International Brotherhood of Electrical Workers.

The Martin-Senour Paint Company is proud to provide the VICA student with necessary technical assistance required to compete in today's great and growing automotive refinishing market. VICA represents our greatest leader in tomorrow's trade and industrial world. Their identity, convictions and dedication in developing the leadership potential in each and every Vocational Student is the very strength and foundation for a greater America. Martin-Senour-NAPA is extremely proud to offer wholehearted support in every way possible to enhance the continued success of the NOW and FUTURE VICA Programs (The Martin-Senour Paint Co.).

The goals of VICA closely parallel those of the founding fathers of the National Automotive Parts Association: quality products and finest service equals success. That was almost 50 years ago—when NAPA came into being. It was true then and it's true today. NAPA enjoys working with VICA students on the local, state and national level because they represent these two fine qualities and we would encourage VICA students everywhere to continue to strive to do their best. Always (National Automotive Parts Association).

Be it resolved, that this National Joint Carpentry Apprenticeship and Training Committee does endorse the principles and goals of VICA and extends its recognition and wholehearted support toward its patriotic, personal, and professional goals for all young people enrolled in the secondary and post-secondary vocational and technical schools of these United States of America, and

Be it further resolved, this National Joint Carpentry Apprenticeship and Training Committee hereby joins those other organizations which uphold VICA as a growing and dynamic American Institution cognizant of its profound impact on Industry, our Nation's economy, and a strengthened concept of the Dignity of Work.

NICHOLAS R. LOOPE, *Secretary,*
National Joint Carpentry Apprenticeship
and Training Committee.

As representatives of the Vocational Industrial Clubs of America, we do not come before this distinguished committee, as perhaps many others have, and request that you breathe life into an idea that has the possibility of serving a segment of our American population. Rather we come to report that there already exists an organization proven capable of serving even greater numbers of students. We seek your assistance in giving us the opportunity to serve youth with a program that is recognized by American industry as capable of doing a job.

The Congress must take bold steps to ensure that minimum standards of quality will be met in training programs throughout the United States. I feel that the emphasis on greater local autonomy might tend to reduce the quality of vocational education. I hasten to say that I know this will not take place intentionally, but there are many examples of well-meaning general educators not understanding vocational education, and especially trade and industrial education, who through their actions can cause the programs to be ineffective.

We must recognize that within the American economic system there are distinct areas that must be served by different types of training. The American economy is the greatest in the world and the most complicated, but some vocational leaders think we can eliminate the disciplines that offer specialized training—agriculture education, business education, home economics and consumer education, distributive education, and trade and industrial education—for the broad "cluster concept."

For those of us in trade and industrial education, it is quite obvious that our philosophy of training is sound. This philosophy is based on the premise that the instructor must come from industry rather than the university, and that our teaching materials and tools must be of the same type and quality that the future craftsmen and technicians will find in industry. Training on the "cluster concept" will not produce employable people.

I was recently astounded when I read in the February 8, 1974 issue of the *Congressional Record* where the distinguished Congressman Lehman (Florida) has recited the "Recipe for the World's Best Vocational Education System." As I reviewed the "recipe", which included nine ingredients, I wondered why Representative Lehman found it necessary to look to Israel when the recipe he proposes is the basis of trade and industrial education here in the United States. However, after further thought, I realized he could not know this because even the U.S. Office of Education and many state vocational divisions do not recognize trade and industrial education. It is my hope that Congress will take steps to remedy this situation.

RECOMMENDATIONS FOR FUTURE LEGISLATION

It is recommended that legislation be written providing the following:

Establishing Vocational Student Organization Activities as a Required and Integral Part of Instruction. A review of VICA membership statistics indicates this is much needed. Too many vocational educators feel reluctant to become involved in this activity since it is not included in the present legislation.

Funding Personnel Positions to Coordinate Vocational Student Development Programs Where There are High Concentrations of Disadvantaged Students, Especially in Inner-City Areas.

Providing Funds for Upgrading State Vocational Division Staff and for Employment of Full-Time Personnel to Supervise in the Area of Vocational Student Organizations.

Providing for the Establishment of Additional Positions in the United States Office of Educaiton to do Program Development Work in the Areas of Trade and Industrial Education, Technical Education, and Health Occupations Education.

Providing for recognition in State Plans of Vocational Student Organizations as Essential and Fundable Components of Vocational Education.

Providing Funds for the Switch to the Metric System of Measurement. This final recommendation does not relate specifically to VICA or the vocational student organization movement as has been discussed here this morning, but yet still relates to the preparation of our students, members of VICA, and their employability upon graduation. This subject concerns the massive change that must be made from our present system of measurements to metric.

In the next several years, as we know, the United States will adopt the metric system. In the construction industry, I understand that the switch must be made by 1980. (Perhaps that will be delayed for a few years.) My chief concern at this time is that students that we are presently training in our shops and laboratories are not now receiving instruction in the new system but will be expected to spend most of their working life using the metric system.

In recent interviews with vocational educators from the United Kingdom, I had pointed out to me that the older the craftsmen, the greater the difficulty in learning the new system. In some cases it appears virtually impossible. A craftsman not knowing the system is obviously unemployable, or at best seriously handicapped. I feel that we must begin immediately to provide funds in order to make it possible for local school districts to change over. We will need equipment to adapt our machinery and, in many cases, new machinery will be the only answer because some cannot be adapted. Our craftsmen will need new hand tools. Funds must be provided to pay for the labor to switch our equipment over. New text books, visual aids and teaching equipment will be needed. What teachers have spent years in developing will soon be obsolete and, most important, provisions must be made to see that thousands of trade and industrial instructors receive the proper training to learn the new system that they must teach to students.

On a recent visit to O'Fallon Technical School in St. Louis, Missouri, I discussed this problem with four machine shop instructors. As they view it, here is the magnitude of their problem:

They have in their shop an inventory of approximately $500,000 of machine shop equipment; some equipment can be adapted; some cannot. The total cost to update this shop, they estimate, will be $150,000. This does not include labor to install the equipment. They were unable to agree on other costs at that time, but they will need new texts for their students, visual aids for the instructional classes, and, of course, as I mentioned earlier, they will have to learn the new system.

Nine years ago today in Nashville, Tennessee, one hundred trade and industrial education students and educators from twelve states met and founded VICA. We are extremely gratified that our philosophy of total student development is now becoming a respected and essential part of the development of craftsmen and technicians in the United States of America. We are even more pleased that a program founded *by* vocational students, *for* vocational students, could capture the imagination and interest of what heretofore had been the "forgotten" student; the student of the trades and industry.

Mr. Chairman, I wish to express my sincere appreciation for the opportunity you have given me to present this testimony. If you have questions, I will be happy to respond. As I mentioned earlier, Miss Twilla and Mr. Denby will be happy to respond also.

Chairman PERKINS. Let me compliment an organization such as yours which has grown so greatly.

Mr. JOHNSON. Thank you very much.

Also I have included here breakdowns on enrollments in the different occupations and compared it on a State-by-State basis. On the average, VICA has had a 50-percent growth increase.

Some of the problems we have had to meet are as follows:

Lack of full-time State VICA Directors on State Department of Education Staff.

Teacher educators are not fully involved, thus teachers are not trained.

Lack of commitment in both Federal and State laws, thus a lack of commitment by administrators at the State level.

Inadequate number of staff at the national level for materials development, promotion and training.

VICA does not have accurate information on the number of disadvantaged, handicapped, inner city or minority race youths that are being served. It has been the philosophy of VICA not to segregate but to integrate youth into its total program. Blacks have been successful on a regular basis in competition for VICA's highest offices.

Every year since 1968 there have been black students serving on the National Executive Council. Since that year, 16 percent of our national officers have been black. One was an American Indian. We have had several Latin American students but that is not mentioned here in the statement. It should have been included.

In the inner city development, some of the problems have been as follows:

City school districts have not assigned personnel to vocational student activities to provide leadership in line with the large number of students who need help.

Administration of student activities has not been busines like.

Due to tight teacher contracts, VICA is viewed as an extra activity and therefore requires additional salary supplements.

Lack of vocational student organizations in city school district planning guides.

MEETING THE TRAINING NEEDS OF STUDENTS AND THE MANPOWER NEEDS OF AMERICAN INDUSTRY

The Vocational Industrial Clubs of America must not be considered as only an "organization." To put it in proper perspective, we must consider VICA as a "tool" to be used in the classroom and laboratory by the vocational instructor.

It is a tool which, used properly, will motivate students, improve their enthusiasm for learning, give them a better understanding of the interworkings of industry, labor and management. It serves as a window on vocational education, improves the self-image of the student who participates, by giving him a wholesome and distinctive identity.

In this day of the complex industrial society with the ever-increasing pressure, the individual VICA advisor is concerned with the total development of the student and offers an essential dimension to a trade or technical program.

As has been said many times, there is a gap between technology and man. Our ever-increasing knowledge tends to make many of our students feel no more than as though they were a piece of equipment. Where there are active VICA programs, we can document greater successes from the standpoint of our teachers as well as the acceptability of our graduates by industry.

An essential component in vocational education is the link that must exist between the training program and industry. Without communication with the employer of our students, our programs will run the risk of being irrelevant and obsolete. Where there are Vocational Industrial Clubs, relationships with industry exist.

Because of the nature of our programs, they must have the involvement of industry if they are to succeed. During the nine years of VICA's existence, I know industry has become more involved in the training programs of vocational education.

In many industries throughout the United States, commitments are being made that request graduates to have been involved in VICA's type of leadership and personal development programs. I submit for your consideration statements of endorsement by leading labor unions, corporations and trade associations throughout the United States. I will not read these statements, which begin at page 14 of my prepared statement; these are here for your review.

I would point out they are from General Motors, AFL-CIO, Brick Institute of America, National Association of Home Builders, Automotive Service Industry Association, and many others.

As representatives of the Vocational Industrial Clubs of America, we do not come before this distinguished committee, as perhaps many others have, and request that you breathe life into an idea that has the possibility of serving a segment of our American population; rather we come to report that there already exists an organization proven capable of serving even greater numbers of our students.

We seek your assistance in giving us the opportunity to serve youth with a program that is recognized by American industry as capable of doing the job.

The Congress must take bold steps to ensure that minimum standards of quality will be met in training programs throughout the United States. I feel that the emphasis on greater local autonomy might tend to reduce the quality of vocational education.

I hasten to say that I know this will not take place intentionally, but there are many examples of well-meaning general educators not understanding vocational education, and especially trade and industrial education, who through their actions can cause the programs to be ineffective.

We must recognize that within the American economic system there are distinct areas that must be served by different types of training. The American economy is the greatest in the world and the most complicated, but some vocational leaders think we can eliminate the disciplines that offer specialized training—agriculture education, business education, home economics and consumer education, distributive education, and trade and industrial education—for the broad cluster concept, which I feel will not work.

For those of us in trade and industrial education, it is quite obvious that our philosophy of training is sound. This philosophy is based on the premise that the instructor must come from industry rather than the university, and that our teaching materials and tools must be of the same type and quality that the future craftsmen and technicians will find in industry. Training on the cluster concept will not produce employable people.

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However, after further thought, I realized he could not know this because even the U.S. Office of Education and many State vocational divisions do not recognize trade and industrial education. It is my hope that Congress will take steps to remedy this situation.

It is recommended that legislation be written providing the following:

Establishing vocational student organization activities as a required and integral part of instruction. A review of VICA membership statistics indicates this is much needed. Too many vocational educators feel reluctant to become involved in this activity since it is not included in the present legislation.

Funding personnel positions to coordinate vocational student development programs where there are high concentrations of disadvantaged students, especially in inner-city areas.

Providing funds for upgrading State vocational division staff and for employment of full-time personnel to supervise in the area of vocational student organizations.

Providing for the establishment of additional positions in the U.S. Office of Education to do program development work in the areas of trade and industrial education, technical education and health occupations education.

Providing for recognition in State plans of vocational student organizations as essential and fundable components of vocational education.

Providing funds for the switch to the metric system of measurement. This final recommendation does not relate specifically to VICA or the vocational student organization movement as has been discussed by me this morning, but yet still relates to the preparation of our students, members of VICA, and their employability upon graduation. This subject concerns the massive change that must be made from our present system of measurements to metric.

In the next several years, as we know, the United States will adopt the metric system. In the construction industry, I understand that the switch must be made by 1980. (Perhaps that will be delayed for a few years.)

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In recent interviews with vocational educators from the United Kingdom, I had pointed out to me that the older the craftsmen, the greater the difficulty in learning the new system. In some cases it appears virtually impossible. A craftsman not knowing the system is obviously unemployable, or at best seriously handicapped.

I feel that we must begin immediately to provide funds in order to make it possible for local school districts to change over. We will need equipment to adapt our machinery and, in many cases, new machinery will be the only answer because some cannot be adapted. Our craftsmen will need new hand tools. Funds must be provided to pay for the labor to switch our equipment over. New textbooks, visual aids and teaching equipment will be needed.

What teachers have spent years in developing will soon be obsolete and, most important, provisions must be made to see that thousands of trade and industrial instructors receive the proper training to learn the new system that they must teach to students.

On a recent visit to O'Fallon Technical School in St. Louis, Mo., I discussed this problem with four machine shop instructors. As they view it, here is the magnitude of their problem:

They have in their shop an inventory of approximately $500,000 worth of machine shop equipment; some equipment can be adapted, some cannot. The total cost to update this shop, they estimate, will be $150,000 in equipment. This does not include labor to install the equipment.

They were unable to agree on other costs at that time, but they will need new texts for their students, visual aids for the instructional classes, and, of course, as I mentioned earlier, they will have to learn the new system, themselves.

Nine years ago today in Nashville, Tenn., 100 trade and industrial education students and educators from 12 States met and founded VICA. We are extremely gratified that our philosophy of total student development is now becoming a respected and essential part of the development of craftsmen and technicians in the United States.

We are even more pleased that a program founded by vocational students, for vocational students, could capture the imagination and interest of what heretofore had been the forgotten student—the student of the trades and industry.

Mr. Chairman, I wish to express my sincere appreciation for the opportunity you have given me to present this testimony. If you have questions, I will be happy to respond. As I mentioned earlier, Miss Twilla and Mr. Denby will be happy to respond also.

Chairman PERKINS. Let me just compliment you for the good job you have done.

You stated your programs would be irrelevant without communication between your clubs and employers of students. I couldn't agree with you more.

Can you tell the committee exactly how we can encourage better communication between vocational educators and business and industry leaders?

Mr. JOHNSON. I think one thing, of course, we embrace in our philosophy, every teacher and shop program should have a craft committee. I am afraid with the greater interest in local school opportunities to do their own thing, we have let our craft committees more or less go down the drain.

I feel it is essential that we do some of the things we were doing 5 years ago in vocational education.

I know when I started out as a young teacher I was required to have this type of thing because the State plan called for it. Now with heavy concentrations, too many of our administrators think they can have a craft committee with perhaps one person representing his trade area for the whole school. I feel this kind of standard would require a vocational educator to go out into the community and invite industry people to sit on craft committees.

Chairman PERKINS. You know, when I was a kid, we learned trades and skills and even learned to read blueprints. There were half a dozen different trades being taught.

It has always been my observation that youngsters can catch on to this type of skill training well. If they have actual experience and good instruction, they can catch on much quicker at an earlier age. From the standpoint of our industrial trades or manual training in school, I feel to a great degree we are derelict today.

I used to have a teacher who made a little speech every day: "I wonder how many of you gentlemen recognize the importance of manual training? It is just as important as your math or history that you might take in your elementary or secondary school?"

I feel if youngsters receive vocational training at an early age, properly supervised, they never have any difficulty. And if they do drop out, they can better obtain employment, even though their skills may need to be upgraded from time to time.

I wish to thank you for your fine statement this morning and for the great work you are doing.

Mr. Steiger.

Mr. STEIGER. Thank you, Mr. Chairman.

I want to join the chairman in commending VICA and all the student organizations for what they have done.

I am a little concerned. If I may pursue your recommendations for future legislation, you said we should establish vocational activities as a part of the educational structure. How can we do that in a way that does not counter the autonomy and commitment of the student organization?

Are you really asking somehow to have the Federal Government come in an area the Federal Government has not been deeply involved in, for the purposes of strengthening the student activities?

Mr. JOHNSON. This is sometimes difficult to explain because of the words or semantics. I am not saying that the Federal Government should state there should be a chapter of VICA. I am recommending that the types of things that we embrace be taught.

The best example, I guess, of the absence of youth activities or VICA activities is in trade industrial education. Prior to the development of VICA in our shop programs there was very little attention given to the student in preparing for a job, no attention given to preparing for trade ethics.

So we say we feel the Congress could assist us by requiring those type activities. We are recommending the things we believe in, such as we should develop the total student, not just develop a salable skill but a salable attitude, a salable trade ethic, if you will.

We are recommending that citizenship emphasis be placed by Congress so local teachers will become involved. It is really recommending a concept of total youth development. And I will always say and our students believe, and Nita can correct me on that, that membership should be voluntary; you should not require a student to join.

But I don't think we should make ourselves so flexible that a halfway job of training would take place. Some people say leave it up to the local school district to plan and conduct their own programs. I am afraid if we do that, if industry says they need an employee with 1,000 hours training minimum, that many educators will feel a 3- or 4-hour shop does not fit their schedule and they would rather all their classes be 55 minutes; then the student comes out and he is not employable.

Also, if you don't provide for certain things to be done in legislation, such as citizenship training, local boards feel it can't be done.

We wouldn't recommend there be legislation that says every local training program should have VICA, but we would recommend that every student come out with a salable technical skill and also with a salable job attitude. Now, if you include the business about the job attitude, that teacher will structure a student organization in order to do the job because it is the best tool which motivates the student to get this job done.

Mr. STEIGER. I will go to your two representatives, one who is now out and instructing, the other who is in.

What arguments do you give someone as to why, in your judgment, VICA has a role to play?

Miss TWILLA. VICA is a very important organization because when you have an organization that everybody can work together, you are doing teamwork and are more enthusiastic. When you have to go into a 3-hour class where there is no enthusiasm, no desire to work with your fellow students, 3 hours is a long period of time.

You do VICA activities, you do charities and things. You get along on better terms and you know how to work better with these people, so when situations arise in the classroom, they might think it is better another way, and so you can sit down and share opinions as to how things should be done instead of being out there by yourself all the time.

Mr. STEIGER. I was fascinated by the statistics as to the number of those involved.

Mr. JOHNSON. Wisconsin began a strong program many years ago but it was at a postsecondary level. VICA began working with high school students. As years passed, we began a postsecondary activity.

Mr. Denby has been working this year to motivate the people in Wisconsin to become involved. The professional educators there, as in other places, do not see the light that the student needs more than a salable skill. It is hard to understand that attitude is a factor.

Mr. DENBY. We are very, very much encouraged by the leadership given recently by the Board for Vocational Education in Wisconsin and the State staffs. They have recently signed an agreement between the bureau that administers the high school activities and the bureau that administers the postsecondary activities, and they are going to cooperate together in this activity. We look for a real move forward in Wisconsin.

They held a convention there last week with approximately 600 students involved. They voted unanimously to affiliate with VICA nationally. So they are on the move there.

Mr. STEIGER. How is your salary as executive director paid?

Mr. JOHNSON. From student dues, as well as all our activities are administered by student dues with some support from industry. But the support from industry does not come from outright contribution; it is more in providing us equipment and this type of thing.

Mr. STEIGER. Mr. Chairman, I will, in terms of the presentation Mr. Johnson has made, alert all the organizations that follow. I will be asking them as to the role of the Federal Government and how we handle the role of the Federal Government.

I have one other question to ask VICA and the other organizations, also.

I have watched the activities of the student organizations and I have become concerned. Is there too much competition among vocational organizations or is there a reason why we have seen the development of FHA, FAA, VICA, DECA, all the way down the alphabet soup of organizations which have been established, creating an atmosphere that it would be potentially more feasible to amalgamate rather than to split?

Mr. JOHNSON. Of course, VICA would respond to that without hesitation that we are serving a very unique type of student, students going into trades. For assistance, we depend on our people to come out of industry. Our students are faced with whether to or whether not to go into labor unions. None of the other organizations have this problem.

We feel to bring all the student organizations under one or closer coordination would certainly reduce the effectiveness of our educational programs. We feel this student needs a special identity, one that would be so bland under the present structure that we wouldn't be able to attract the student.

Some of our organizations don't believe in trade competition but we do because we are sending our students into a free enterprise system. That is the name of the game for the students, compete for production, and this type of thing. Unless he understands this, he will be crushed by the system when he gets into it.

Now, Nita might respond to that. I am speaking as a paid hand, she is a member.

Miss TWILLA. I think the groups should work together, but not to the point they lose their identity. I know at our school our members are invited to go to FHA things and we invite them to ours and we work together.

All young people in such worthwhile organizations are working toward kind of a common goal, and that is to improve their life and their way of living; but I don't think they should be so closely bound they lose their own identity. They should work together on civic things, for instance, I know in the Spirit of 1976 the youth groups will be working together, but they should be separated to the extent the student knows which group he belongs to and what the efforts stand for.

Mr. JOHNSON. There has been an effort for the six vocational groups to do a better job of coordinating. One of the purposes of the council is to join in common activities where appropriate, where common activities can serve a real purpose. And also another purpose was to establish a national student advisory committee which could address itself to the concerns of the Office of Education or anybody who would like a response from our students.

This is carried over into many States; many States are forming these coordinating bodies. But normally the persons that would like to see us form one massive student vocational organization are those people who don't understand the uniqueness of vocational training in this country, and this comes from the general educator who looks at vocational education as something he couldn't get his hands on and it would be better if everybody was not in the same youth organization but the same kind of training program; thus we hear about things like "cluster" training and so on.

So I would hope we wouldn't support that type of philosophy.

Mr. STEIGER. Thank you, Mr. Chairman.

Chairman PERKINS. Again let me compliment all of you distinguished representatives of VICA.

Where are you from?

Miss TWILLA. Dyersburg, Tenn.

Chairman PERKINS. You are a very bright and beautiful young lady. Are you in your second year of high school?

Miss TWILLA. I will be graduating this year.

Chairman PERKINS. It was wonderful testimony. We appreciate your being here.

Our next witness will be Miss Mildred Reel, executive director, Future Homemakers of America.

Please introduce the people with you, Miss Reel.

STATEMENT OF MISS MILDRED REEL, EXECUTIVE DIRECTOR, FUTURE HOMEMAKERS OF AMERICA, WASHINGTON, D.C.; ACCOMPANIED BY CLAUDIA ZENT, A YOUTH REPRESENTATIVE FROM MARYLAND; AND TONEY BINGHAM, A NATIONAL VICE PRESIDENT OF PROJECTS FROM COOLIDGE HIGH SCHOOL, WASHINGTON, D.C.

Miss REEL. I have with me today two youth representatives. On my immediate left is Miss Claudia Zent from Maryland, and Mr. Toney Bingham, a national vice president of projects from Coolidge High School. Toney is the first elected male on the national executive council.

It is a privilege to be here, and a great honor. We were pleased to have Jeanne Sutton at your hearing in North Carolina representing our organization.

I want to make a very brief statement, then I want you to hear from these young people because they are the products of our program.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record in its entirety.

[The prepared statement referred to follows:]

PREPARED STATEMENT OF MILDRED REEL, EXECUTIVE DIRECTOR, FUTURE HOMEMAKERS OF AMERICA, WASHINGTON, D.C.

Currently there are more than three and a half million boys and girls in Home Economics Education classes in junior and senior and post high schools throughout the nation—with an increasing enrollment each year. Approximately half-a-million of these are members of the Future Homemakers of America, the National organization of boys and girls in Home Economics, which is an integral part of the Home Economics curriculum operating through the school system. Membership extends to all states, the District of Columbia, Puerto Rico and the Virgin Islands.

Since men as well as women are homemakers it is encouraging that the number of male members in homemaking classes and FHA-HERO chapters is increasing at a rapid rate. The stigma of homemaking for girls only and as "stitchers" and "stirrers" is past. Home Economics courses throughout the nation are helping to bridge the gap between the school and family. In today's society when there are ever increasing demands on and a concern for the family, Vocational Home Economics Education embraces such areas of study as: preparation for parenthood; child care development; nutrition; home management; family and human relations; housing; consumer education; preparation for multiple roles of men and women. These vital subjects have all been made possible through assistance of Federal funds.

These funds provide an administrative framework (national, state and local) for helping classroom teachers develop pertinent and up-to-date home economics programs. It is erroneous thinking that Home Economics Education can function at the same level of effectiveness and expansion without Federal funds. With increased funding, enrollment in Vocational Home Economics classes is expected to rise to 3,050,000 in secondary programs, 50,000 in postsecondary programs and approximately 1,000,000 in adult programs. The total enrollment in FY '75 would reach 4,100,000. Because it is predicted that by 1980:

> There will be ten million new families established with all of the concomitant need for knowledge of such subjects as financial management, living skills, child care and family relationships;
>
> That approximately one-half of all marriages will be among youths less than 20 years of age;
>
> That there will be a slight trend toward an increase in divorce rates;
>
> That approximately one-half of all homemakers are expected to be working outside the home;
>
> And that there will be an estimated one and one-half million more elderly people, 75 years and older, in our society.

The need for and importance of consumer and homemaking education for youth and adults is undeniable.

Since homemaking is the most important of all professions for both men and women, the expenditure of dollars to assure good homes as the foundation for a strong society is ever more essential. Mr. Wesley Smith, Former Director of Vocational-Technical Education in California said——

"Of all the occupations in this very complex world the most delicate, the most demanding, and the most distinguished is the universal occupation of homemaker.

"This entire nation is presently hard at work, as never before, providing new job skills for its total population. In the production of jobs, in the service trades, in the health occupations, in the professions, and in all the working tasks there is widespread recognition that the economy will flounder if the work force doesn't maintain its proficiency. And the very strength of this nation will wane with lack of proficiency.

"How about this universal occupation of homemaker? Hasn't it, too, become more complex, more demanding? Isn't it also caught in the upward spiral of increasing job competencies? Isn't it also affected by economic progress? It is affected even more so. It takes far more craftsmanship and management to succeed as a homemaker today than it ever has in history. The job of homemaker is a highly skilled task, becoming increasingly so every day. And like the other highly skilled tasks, it can no longer be learned by pickup methods of the past. Further, I feel so very certain that the quality of work and the quality of services and the quality of products are directly related to the competency of the worker. This is as true for the occupation of homemaker as for any other.

"Now, of course, there are some differences between the effects of incompetency in homemaking and incompetency in other occupational areas. When faulty products are found in business and industry they are scrapped; but this can't be the outlet for faulty products of the home.

"I'm concerned that the task of homemaking, the task of rearing children, the task of preserving the family unit, be fortified with competencies. It has become so complex and so crucial that it can no longer be left to chance; it can no longer be left to amateurs who will, it is hoped in some quarters, learn by doing."

In order for Home Economics and FHA to help develop these homemaking competencies, which Mr. Smith so boldly speaks about, strong leadership is a must. Effective state and local leadership can only be continued and expanded through Federal support and aid. There is evidence to show that consumer and homemaking programs including the Future Homemakers of America have had an impact of:

(1) Reducing the proportion of potential dropouts from schools;

(2) Lessening teenage pregnancies;

(3) Increasing the awareness of the values of consumer education and its impact on families and the economy;

(4) Assisting young people in establishing more stable homes and providing better care of their children;

(5) Improving qualities of individuals for employability;

(6) Increasing the number of quality trained personnel for human services so greatly needed by present and future generations.

Youth throughout the nation are also vocal about the values of their Vocational Home Economics Education training. Examples of their feelings are:

"My home Economics courses are some of the most valuable classes I have had during my junior and senior high school years. Foods and clothing are both important facets of homemaking and I have taken and learned from these classes. But countless other things enter into being a homemaker. Some of the very most important things are yet to come out of my Home Living class. This includes consumer education, home improvement, child care and prenatal instruction, and a number of other valuable subjects. I'm really thankful for the training I've received through my Home Economics classes and I wish that it could be possible for every boy and girl, who hope some day to make a home of their own, to take advantage of the Home Economics curriculum in their school."—Marsha Bowen, Spanish Fork, Utah

"In my home economics classes I learned the importance of nutrition. I saw how budgeting seemed to simplify things. I also learned more about good management of time."

"Consumer education, I feel, is the most important class anyone can take and it should be mandatory for all students not just home economics."—Joan Worsham, Newport News, Va.

"My home economics courses have shown me that the women can have the dual duty of homemaker and wage-earner. I have learned better time management, meal preparation, budgeting, and child care."—Beverly Blakley, Hamilton, Ohio.

Future Homemakers of America which includes FHA chapters, for students in Consumer Homemaking classes and HERO chapters for students in Home Economics related occupations offers opportunities to expand and build onto the Home Economics curriculum in the schools. Therefore youth planned and directed activities are tied to the Vocational Home Economics instructional program.

Emphasis by FHA-HERO chapters has been to help youth identify their concerns and interest and develop action through in-depth projects to work on their concerns. ("These areas of interest are actually the dire needs of our entire society" and thus action has centered around such issues as ecology, unwed parents, working with children, working with elderly, tutoring peers and young children, planned parenthood, preparation for parenthood, prevention of birth defects, discrimination and prejudices, consumerism, nutrition, housing and economics, and in fact the whole gamut of needs relating to families and the world.)

The FHA organization in fact has provided Home Economics programs, an "open structure" for working informally and personally with the students. In an article in the February 1974 JOURNAL OF HOME ECONOMICS, I stated——

"Many secondary schools throughout the nation are experimenting with new approaches to education based on freedom with responsibility or on independent study. In some cases, schools are going so far as to work out 'plan your own curriculum' programs.

"Today, as formal education is being seriously questioned, the open-classroom concept has come to the fore. Those of us in the teaching field who have been involved with the Future Homemakers of America (FHA) organization realize that this concept is exactly what FHA and HERO chapters have been trying to bring into home economics teaching over the years—a free atmosphere in which to learn through a student/adviser approach. By following this concept, FHA can enhance the school's home economics program and expand learning and participation in and beyond the classroom.

"In a report on vocational youth organizations to the Secretary of the U.S. Department of Health, Education, and Welfare last year, the National Advisory Council on Vocational Education stated in part: 'we are in the process in America of freeing ourselves from some paralyzing myths about the educational process. One such myth, the one that thwarts the marvelous potential of vocational youth organizations, is the prehistoric notion that education is what happens in the classroom—and nothing else. We must free ourselves of that ancient superstition.'

"As an integral part of home economics secondary education, FHA and HERO chapters encourage youth to branch out in a variety of directions for self-growth. They help youth to understand that growth does not happen in isolation—it comes through working with others. Advisers capitalize on this in their teaching."

The true test of the values of any educational tool is the evaluation of the students served. Following are some statements from FHA and HERO chapter members:

"Personally, FHA has helped develop me as a person—an individual. It has helped form my character. FHA has made me aware of many social problems and has aroused my concern over many of them. By correlating with home economics courses, FHA has helped to prepare me for my future as a wife, mother and homemaker."—Karen Neal, Milton, West Virginia.

"FHA is a far cry from the "stitchers and sewers" that some might envision. It encompasses all kinds of youth-planned projects and activities that strive to improve personal, family and community living. FHA is concerned with the concerns of youth: pollution, peace, pot, overpopulation, careers, citizenship, community service, family relationships * * * and fun! Through FHA youth can put action behind their concerns and make a positive contribution to society and their own personal growth.

"FHA helped me discover how big I want to be!"—Diane Hanson, Minneapolis, Minnesota.

"FHA has given me countless opportunities to grow and to improve myself. I now find it easier to reach out to other people and communicate with them.

FHA has given me a much better understanding of the importance of a homemaker in today's world and many valuable ideas as to how to cope with this world. FHA has enabled me to reach out, communicate, grow, enrich my life and others and I would like to salute this wonderful organization."—Darlene Zeh Rogers, Arkansas.

"FHA has helped me to become aware of the multiple roles of a homemaker and the homemakers place in society. Through FHA membership I have learned about many different home economics career opportunities. I feel FHA has helped me develop qualities of cooperation, leadership and responsibility. I think it has helped me to become much more of a responsible citizen and to be a good homemaker you must be a responsible citizen. I have met many more people and have had many profitable experiences."—Vickie Bilberry, Floyd, New Mexico.

"FHA has helped me become more opened minded—it has helped me take on challenges I otherwise would not have—it has made me think especially about myself and family. It has given me many new experiences with people, I learn from them, they learn from me. It has made me a stronger family gal. It has made me aware and interested in the changing roles of today's individuals, families and societies—it has made me more aware, conscious—it is making me more responsible or at least I am trying to make myself more responsible for FHA. My whole life and way of thinking has changed because of the things I do and learn with FHA."—Rose Marie Bates, Fairfax, Vermont.

"Until I became involved in FHA, I had never bothered to think about the importance of a happy, well balanced home life. I believe now, more than ever before that the home is the key factor in preserving our democratic way of life and that if our precious ideals are not taught and carried out in the home they can easily be lost forever. FHA and its goals and purposes are among the most important that a nation could seek. Our national organization was designed by FHAers for FHAers based on our concerns and those of youth in general."—Marsha Bowen, Spanish Fork, Utah.

"Youth involvement has been a very exciting part in FHA. It gives one background for planning and decision-making processes. FHA has made me think of ways to improve personal, family and community living. I believe that FHA has helped FHAers to gain a better understanding of consumer practices. FHA as a part of the total home economics program takes effort and understanding as its real function as an education avenue."—Joy Eversole, Baltimore, Ohio.

"Through FHA I have learned to evaluate myself and to set goals for myself. FHA has helped me by giving me a chance to look at different home economics related occupations. Through my FHA activities and offices I have learned to cooperate with different types of people. I have learned to accept responsibilities, victory, and defeat. I have made many friends, that I will keep for the rest of my life."—Barbara Baurer, Deer Creek, Illinois

Federal legislation and funding for Vocational Home Economics is very important to Future Homemakers of America—while at the national level this organization is a nonprofit self-supporting organization it functions through state departments of education and the local school systems. Without Federal support and funding for Home Economics Education, FHA, too, would lose its leadership at the state and local levels and the foundation on which it is built—Vocational Home Economics Education. Both Home Economics Education—which includes education for homemaking and related occupations, and FHA and HERO chapters—serve youth from all segments of society, the various ethnic, cultural and social groups, the disadvantaged and handicapped, the underprivileged and privileged, in cities, small towns, and rural areas.

Boys as well as girls have become active leaders in the Future Homemakers of America. This past month three state FHA associations elected boys as state officers. On the National Executive Council of FHA there are three young men—one from Consumer Homemaking class and two from Home Economics Related Occupations. When asked why he was in FHA one young man, Frank Price, Amarillo, Texas replied,

"It's simple . . . I am a future homemaker! In today's society it's no longer just the woman's job to keep house. It takes cooperation and effort from both husband and wife to make a successful home. The responsibility should be equaled out so that there's a balance of power.

"I think the man's role in the home has been either overlooked or ignored. The home is the central figure of everything. A better understanding of the problems of a home leads to a better understanding of the world's problems. Maybe some day, through a joint effort of each and every one of use, we'll strengthen the home and make a better life for ourselves and our children.

"I guess the main reason I joined FHA is that it's relevant. It's an organization that extends beyond the four walls of a classroom and reaches beyond the guidelines of a textbook. The benefits of FHA work for you *NOW*. You don't have to wait for the distant future for them to come in handy."

Federal funds too are essential in preparing youth for wage earning and for helping them determine occupational goals. Students in home economics related occupations in Child Care Services, Food Services, Clothing Services and other home economics related programs are members of HERO chapters of FHA. Their involvement, closely allied with the students in other home economics courses, is best exemplified by this statement of Brent Rees, Wichita, Kansas——

"I work 20 hours a week after school and on weekends. I enjoy my job, what I do, my responsibilities. They're not very glorified. I'm a salesman and I also do store displays plus other tasks such as changing light bulbs. Before I got into HERO and FHA, I really couldn't cope with people. I'd blow up just after a customer left. Now I'm more understanding of people.

"A year ago I took housing and home furnishings in home economics. That really stimulated me. It was so interesting that I now feel I want a career in interior design. It makes me mad though the way many people regard men interior decorators as homosexuals. I want to crash the insinuation that men in home economics are different.

"I was the only guy in my home economics class. Everybody bothered me about it all year long. But I felt I'd never had a class where a teacher really delved into a topic and was so enthusiastic. My friends saw that I was really interested. Now some of the guys I know are in that class I took last year. It makes me a little bit proud to think that I've influenced the change in their thinking, that I've helped to break down a stereotype.

"I've changed very much in the last few months. Before I felt I had to act a certain way because it was expected of me. Now I'm not afraid to be myself. It's changed the way I look on life. Before I went into FHA and HERO I was satirical and negative. FHA has taught me to be positive, to love people. I've met many new people and they've actually liked me.

"Since I've become a national officer, I go out to speak to classes at other schools and in other states and to do workshops at meetings. I thought I'd be so nervous getting up in front of a group of 900 adults and teacher educators. This self-discovery has helped me to be more comfortable in all group situations. It's given me confidence.

"Now I think I'm developing a greater awareness outside of myself. This BICEP—Bicentennial Environment Program involving vocational youth groups across the country—I'm really getting into it because of FHA. FHA has given me the confidence to get involved.

"FHA has helped me to overcome my racial prejudice. I never knew a Black person before, but I had names for them as well as for Mexicans and Puerto Ricans too. Now I've had a chance to know some Black kids personally. It's affected me. I see them as persons. I discovered I can talk to them just as to a friend or a brother.

"I've been satisfied with the way I've been changing. There's a good feeling inside!"

Wendy Novak, State FHA President, Maryland spoke out to the Congressman in her state and others about the importance of a Vocational Education Student Organization, "These organizations are not only preparing young people for careers, but also to become mature responsible citizens. We do need adults to give us guidance and direction."

It is this adult leadership that is so vital to the youth of our nation and which the funding through the Vocational Education Act of 1963 makes possible. The Future Homemakers of America is deeply aware of the importance of this funding to its members and strongly supports the bill HR 14454 to extend the authorization of appropriation for vocational education until fiscal year 1980.

Miss REEL. Currently there are more than 3½ million boys and girls in home economics education classes in junior and senior and post high schools throughout the Nation—with an increasing enrollment each year. Approximately half a million of these are members of the Future Homemakers of America, the national organization of boys and girls in home economics, which is an integral part of the home economics curriculum operating through the school system.

Membership extends to all States, the District of Columbia, Puerto Rico, and the Virgin Islands.

In today's society when there are ever-increasing demands on and a concern for the family, vocational home economics education embraces such areas of study as: Preparation for parenthood; child-care development; nutrition; home management; family and human relations; housing; consumer education; preparation for multiple roles of men and women.

These vital subjects have all been made possible through assistance of Federal funds.

In the prepared testimony I had stated some predictions as to the home economics program and its expansion, and I have inserted an excerpt from Mr. Wesley Smith's statements. He is a former vocational director from California. This statement embraces our philosophy. He says:

> Of all the occupations in this very complex world, the most delicate, the most demanding, and the most distinguished is the universal occupation of homemaker.
>
> This entire Nation is presently hard at work, as never before, providing new job skills for its total population. In the production of jobs, in the service trades, in the health occupations, in the professions, and in all the working tasks there is widespread recognition that the economy will flounder if the work force doesn't maintain its proficiency. And the very strength of this Nation will wane with lack of proficiency.
>
> How about this universal occupation of homemaker? Hasn't it, too, become more complex, more demanding? Isn't it also caught in the upward spiral of increasing job competencies? Isn't it also affected by economic progress?
>
> It is affected even more so. It takes far more craftsmanship and management to succeed as a homemaker today than it ever has in history. The job of homemaker is a highly skilled task, becoming increasingly so every day. And like the other highly skilled tasks, it can no longer be learned by pickup methods of the past.
>
> Further, I feel so very certain that the quality of work and the quality of services and the quality of products are directly related to the competency of the worker. This is as true for the occupation of homemaker as for any other.
>
> Now, of course, there are some differences between the effects of incompetency in homemaking and incompetency in other occupational areas. When faulty products are found in business and industry they are scrapped; but this can't be the outlet for faulty products of the home.
>
> I'm concerned that the task of homemaking, the task of rearing children, the task of preserving the family unit, be fortified with competencies. It has become so complex and so crucial that it can no longer be left to chance; it can no longer be left to amateurs who will, it is hoped in some quarters, learn by doing.

I also included in the testimony a few quotes from some students. From your own State of Kentucky, Mr. Chairman, one student said:

> In my home economics classes I learned the importance of nutrition. I saw how budgeting seemed to simplify things. I also learned more about good management of time.

Future Homemakers of America, which, as I said, includes our two kinds of chapters, FHA chapters for students in consumer homemaking classes and HERO chapters for students in home economics-related occupations, offers opportunities to expand and build onto the home economics curriculum in the schools. So youth-planned and directed activities are tied to the vocational home economics instructional program.

Emphasis by FHA-HERO chapters has been to help youth identify their concerns and interests and develop action through in-depth projects to work on their concerns. As one young member said, "These areas of interest are actually the dire needs of our entire society," and thus action has centered around such issues as: ecology, unwed parents, working with children, working with elderly, tutoring peers and young children, planned parenthood, preparation for parenthood, prevention of birth defects, discrimination and prejudices, consumerism, nutrition, housing and economics, and in fact the whole gamut of needs relating to families and the world.

This organization is an open structure which we have tried to fit into and relate to the home economics programs.

I had included in my testimony here statements from FHA members. Here is just one:

> FHA has given me countless opportunities to grow and to improve myself. I now find it easier to reach out to other people and communicate with them. FHA has given me a much better understanding of the importance of a homemaker in today's world and many valuable ideas as to how to cope with this world. FHA has enabled me to reach out, communicate, grow, enrich my life and others, and I would like to salute this wonderful organization.

I just want to conclude by saying, over the years FHA has been the largest of the organizations in youth vocational education. Since our inception we have had young men in the organization and more of them are taking active leadership roles.

Just within the past month we have had three States elect male officers.

Chairman PERKINS. Why don't we let the lady and the gentleman accompanying you make a brief statement when you have concluded your presentation.

Miss REEL. The Federal funds we get help to provide for the leadership of the organizations at the State and local level, and without those funds FHA couldn't exist.

I am going to ask Toney to express his feeling as to his participation in FHA.

Mr. BINGHAM. I don't want to concentrate on the present but I would like to state what could happen in the future. Right now, for example, the cost of living is rising and child brutalities are on the list of killers, things like this. I take into consideration these problems wouldn't occur if there was more consideration given to home economics. In home economics we have valuable tools to strengthen this Nation in the future.

In classroom instruction we are always urged to go into areas of comprehensive education. I have gained more and a broader awareness of life through home economics and home economics-related occupations than I have in any comprehensive skill. I think we should take a more definite look at what it has to offer.

Chairman PERKINS. Does that conclude your statement?

Mr. BINGHAM. Yes.

Chairman PERKINS. You go right ahead.

Miss ZENT. Mr. Perkins, I would like to point out my personal feeling for home economics, not as a high school student but as a college student majoring in home economics in the next 2 years.

In vocational education the personal individual is concentrated on rather than the book-learning facts concentrated on so much in other courses. I find this especially to be true in Future Homemakers of America.

Earlier it was stated that the philosophy of our organizations does vary. Future Homemakers of America is noncompetitive and we encourage students to work on their own concerns and interests, and this is valuable to students, teachers and anyone connected with this organization.

Chairman PERKINS. Thank you very much for an excellent statement. Miss Reel, I have always been a great admirer of the homemakers organization. I know of the great work that you have been doing all through the years.

How do you feel that we could strengthen your work, in any legislation we write?

Miss REEL. I think in the legislation if there can be an identification of the Future Homemakers of America as a part of home economics education, that it can be spelled out as a part of vocational education, that would be what we would ask for. As they develop State plans, they could write in the provision for Future Homemakers of America on the local level.

Chairman PERKINS. Mr. Steiger.

Mr. STEIGER. Let me pursue that if I can.

Am I correct, in listening to you carefully, you are asking that a specific mention be made of each of the student organizations?

Miss REEL. Yes, we are. I think it is not very different than what has been in legislation in the past. If we are in a definition of vocational education, then it says to the States, "We believe these youth organizations are important." Then the States in turn will write them into the State plans and it will provide for the leadership.

You see, we have never had any Federal funds, the future homemakers have not. I guess the future farmers are the only ones. But there have been no Federal funds at the national level because it is supported by student dues.

But at the State level Federal legislation provides for people in States to carry some of the leadership responsibility.

Mr. STEIGER. Your salary is paid by the dues?

Miss REEL. Yes, these young people pay dues, $1 a year.

Mr. STEIGER. The young lady did a good job talking about my second question. You do believe there is a need for a second identity and emphasis in terms of the work of future homemakers?

Miss ZENT. Most definitely. There are several points to this. One, in speaking of vocational education, the opinion and interpretation varies nationwide, for example, all organizations may not be in all areas of every State. When you mention vocational education in one State, for example, if FHA is strongest in that State, they may think of home economics, eliminating other groups. There could be some type of misinterpretation if all organizations are not listed.

Your question now is whether or not it is important to have each of these organizations rather than one. I believe Mr. Johnson touched on this a bit when he spoke of the philosophy of the organization. VICA is competitive, FHA is not.

I believe this is an asset of ours, to be unique from the other organizations. As an FHA member I felt comfortable with the fact I could pursue my own interests and concerns without having to develop a particular skill which was being overseen by somebody else. I was not graded, I was not contradicted, I did not have a right or wrong way to do something. I could express myself by doing things I wanted to do.

True, you often see failure in this type attempt, but I believe this also is valuable.

Miss **Reel.** I want to add one thing, too, Mr. Steiger. The Future Homemakers of America and home economics work together. They branch out beyond the classroom structure, together. So, it is a total program. It is not two things, FHA and home economics.

Mr. **Steiger.** Correct me if I am wrong, that possibility clearly exists right now without anything said in the Vocational Act, to exist on the State level, does it not?

Miss **Reel.** I think that without Federal funding, the leadership we now have at the State level might flounder, it might even die.

I could see some States that wouldn't even think about having FHA if it were not identified closely with home economics in the vocational education bill.

Chairman **Perkins.** Mr. Lehman.

Mr. **Lehman.** I have no questions. I want to thank you for your testimony.

Chairman **Perkins.** I want to commend you, Miss Reel, and the members accompanying you, for an outstanding job in appearing before us today.

Miss **Reel.** Thank you.

Chairman **Perkins.** Our next witness is Mr. Paul Gray, national executive secretary, Future Farmers of America.

Without objection, your prepared statement will be inserted in the record in its entirety.

[The prepared statement referred to follows:]

PREPARED STATEMENT OF WILLIAM PAUL GRAY, NATIONAL EXECUTIVE SECRETARY, FUTURE FARMERS OF AMERICA, ALEXANDRIA, VA.

Mr. Chairman and Distinguished Committee Members:

BACKGROUND/OVERVIEW

The first Federal Legislation, passed in 1917, placed emphasis on the development of occupational competencies in Agriculture. However, a need became evident to include activities for students that would also stimulate greater interest in their chosen occupation and provide activities that would develop well-rounded individuals who were better able to establish themselves on the farm and in the community as financially successful, responsible citizens and trustworthy leaders. This "sparked" the efforts of early pioneers in Vocational Agriculture to organize the Future Farmers of America in 1928. FFA members are self confident, possess positive attitudes, take pride in their chosen occupation, and are recognized for their outstanding achievements in agriculture and personal development.

Federal Legislation, passed by Congress in 1963 and in 1968, authorized the broadening of the instruction in Vocational Agriculture to include "off-farm" occupational training for all students interested in an agricultural career. Therefore, it has been necessary to modify all FFA activities to assure harmony with the instructional programs to fulfill the needs of both students and emerging agricultural occupations.

CURRENT STATUS

The U.S. Office of Education maintains close working relationship with the FFA through Vocational Agricultural Education Programs. Mr. H. N. Hunsicker, Education Program Specialist, Agriculture and Agribusiness Occupations, serves as National FFA Advisor. The FFA Program Planning and Development Division of the National Organization is coordinated by the National FFA Executive Secretary. Four full-time experienced professionals, employed and paid by the FFA, devote full-time in providing services to the 50 State Associations (including Puerto Rico). The result has been a positive influence on the instructional programs in Vocational Agriculture and helping FFA members achieve occupational objectives and develop personal competencies.

A Board of Directors, composed of five USOE employees and four elected State Supervisors of Agricultural Education, serves as a legal agent for the FFA. It sets policy and gives direction to the organization. The Board operates under a Federal Charter (P.L. 81-740) granted by the U.S. Congress in 1950.

A. *Major Accomplishments*

1. *Membership* has increased from 443,041 in 1968 to 453,808 in 1973. Approximately 40% are enrolled in Agribusiness training.

2. *Minority* groups, both girls and blacks, have exemplified outstanding personal qualities and many have received honors on the local, State and National levels.

3. *Leadership Training Conferences*, five for Chapter Officers and nine Regional Conferences for State Officers, have had a great "impact" on the quality of FFA officers in preparing them to inspire younger members and project a positive and desirable image of Vocational Technical Education which has been readily accepted by leaders in government, business, industry, and the lay public.

4. *The FFA International Exchange Program for Work Experience Abroad* has grown from 18 participants in 1968 to 121 in 1973, involving 27 countries.

5. *Involvement of Competent Leaders* from education, business, industry and organizations, as consultants, has helped keep FFA in harmony with the instructional programs in its obligation to better serve the new and emerging needs of Agriculture with well trained students.

6. *Degree Qualifications—Chapter Award Programs* (3); *Agricultural Proficiency Awards* (18); and *Judging Contests* (7) have all been broadened in scope and updated to be in harmony with the needs of today's agriculture. The results have been a substantial increase in member involvement and receiving appropriate recognition. Minority groups, younger members and the handicapped have profited greatly.

7. *Teacher Improvement* has been a high priority objective of the FFA. Indepth workshops are held annually to involve State staff members and teachers. The cost of developing materials and travel is paid by the FFA.

The importance of Agriculture to meet domestic and international demands has never been greater. The opportunity for America to maintain its position as a world leader in Agriculture can be assured through support at all levels to educational programs like Vocational Agriculture-FFA to help prepare today's youth for tomorrow's dynamic industry of Agriculture.

STATEMENT OF WILLIAM PAUL GRAY, NATIONAL EXECUTIVE SECRETARY, FUTURE FARMERS OF AMERICA, ALEXANDRIA, VA., ACCOMPANIED BY CARLA CHENETTE, STATE PRESIDENT, CONNECTICUT; AND DOYLE WAYBRIGHT, NATIONAL VICE PRESIDENT

Mr. GRAY. Thank you, Mr. Chairman. May I introduce Carla Chenette and Doyle Waybright.

I do wish to save time, but I would be remiss if I did not make a few statements that I feel would be rather pertinent to the issues we are discussing this morning.

The first Federal legislation, passed in 1917, placed emphasis on the development of occupational competencies in agriculture. However, a need became evident to include activities for students that would also stimulate greater interest in their chosen occupation, and provide for the development of well-rounded individuals who would be better able to establish themselves on the farm and in the community as financially successful responsible citizens, and outstanding leaders.

This "sparked" the efforts of early pioneers in vocational agriculture to organize the Future Farmers of America in 1928.

FFA members are self-confident, possess positive attitudes, take pride in their chosen occupation, and are recognized for their outstanding achievements in agriculture and personal development.

Federal legislation passed by Congress in 1963 and in 1968 authorized the broadening of the instruction in vocational agriculture to include "off-farm" occupational training for all students interested in becoming established in an agricultural career. Therefore, it has been necessary to modify all FFA activities to assure harmony with the instructional programs to fulfill the needs of both students and emerging agricultural occupations.

There are at least three of your colleagues in the House of Representatives at the present time who were members of this organization: Congress Hanse from Idaho, Congress Fuqua from Florida, and Congressman Jerry Litton from Missouri.

Mr. LEHMAN [presiding]. I wonder if at some time in the future you might change your name to Future Agri-Congress of America?

Mr. GRAY. The answer to your question is, no. We have enjoyed considerable support from the U.S. Office of Education as a part of vocational education in agriculture. However, I would like to clear up one statement here. The only Federal money the FFA receives is the salary for the National Executive Secretary, which is by law, Public Law 740, signed by the late Harry Truman, authorizing the Office of Education to employ a man in the field of agriculture to serve as executive secretary; Mr. Neville Hunsicker does serve as the national advisor, and is program specialist, Agriculture/Agribusiness Education, DVTE. There are five other men in the Office of Education who serve on the FFA Board of Directors, all of whom are employed at regional USOE offices.

Even though the field of agriculture has been thought to be diminishing nevertheless, records show over 600,000 enrollment in vocational agriculture. The FFA has enjoyed a tremendous increase in membership, and the membership statement on my testimony is incorrect. We now have a total membership of over 465,000.

The areas of leadership training has been broadened as well as in the international exchange program. I believe that this broadens the concept and understanding of participants from other countries, and at the same time has given FFA members an excellent opportunity to more clearly see the total international aspect of agriculture and agribusiness.

We have been able to involve leaders of business, industry, and education to work with us in planning and updating each of our award programs, contests, and particularly the instructional program. I believe you can see the advantage of this is to focus our programs on the needs of students and especially agriculture/agribusiness.

We have just completed a meeting of 2 days with 13 people, planning a new program in horse production. I serve as head of the program Planning and Development Division at the National FFA Center; all the expenses of staff time, printing, and programs are paid entirely by the FFA. What I am saying here is that the FFA pays the cost of this completely, except my salary.

Today we are recognizing the great prestige of agriculture. It is very important not only domestically but internationally, and we feel through vocational agriculture training provided by the Office of Education, and also through the FFA to specifically train and develop these individuals within the framework of this program, thus we are keeping abreast of industry changes and meeting the important needs of students of vocational agriculture.

I feel I would be remiss if I did not provide ample opportunity for these two young people, both FFA members, to address themselves to the committee on any question you might have relating to the FFA as an integral part of the instructional program in agricultural education.

Mr. LEHMAN. Thank you, Mr. Gray.

Mr. Steiger.

Mr. STEIGER. I recall very well the hearings we had in 1968 and later. In particular, we had a hearing in Iowa. We had the national FFA president who testified. The debate at the time was whether to decategorize vocational education.

The argument made by the Future Farmers at the time was that it would kill agricultural education in all the States. I note that you are not only hardly killed but have a greater membership than ever before. You say you have something like 600,000 enrolled in vocational agriculture. How many are eligible for FFA membership?

Mr. GRAY. 605,000 are actually enrolled, so we have between 70 to 80 percent of our members enrolled in FFA.

Mr. STEIGER. May I ask the two student representatives from Future Farmers one question I have asked of each of the representatives preceding you. Is there a rationale for Future Farmers of America being separate and distinct from somebody else?

Mr. WAYBRIGHT. I wholeheartedly agree with the testimony given by other students. I can't possibly see how all the organizations combined would be effective in light of our respective goals. We are different, each one of us, even though we do have the common interests of leadership and vocations that we are interested in. We do share those particular common interests in different ways. The participation of both adults and members on the National Coordinating Council for Vocational Student Organizations and also at leadership conferences on both the State and local levels are good examples of how we share our interests. But we do have a good purpose for being organized individually instead of all six organizations being one large group.

Mr. STEIGER. If you had to look back, how long have you been in FFA?

Miss CHENETTE. Six years.

Mr. STEIGER. What changes have taken place?

Miss CHENETTE. When I started in 1969, girls were not allowed as members on the national level, although they were allowed membership on the State level. Today we enjoy all privileges of national membership.

As to other changes, FFA and agriculture has become more accepted in the high schools. When I first started as a freshman, many of the vocational students were looked down upon. As it turns out, today a majority of the vocational agriculture schools also have college prep work for students, therefore many vocational agriculture students are going on to pursue professional careers in agriculture. This is a very major change I have seen.

Also, I would say there is considerably more relevant instruction in both the classrooms and outside the classrooms. It is more learning by doing and not sitting in classrooms hearing a lecture and expecting to know what to do when you get out on your own. I think the learning-by-doing aspect is the most important part of these organizations.

Mr. WAYBRIGHT. When we were organized in 1928, our organization was basically for those individuals going back to the farm and farming as an occupation. Within the past 10 to 15 years, the organization has also included many aspects of agribusiness, such as training individuals for the businesses that serve the farmer.

Of course, in vocational agriculture classes, and also within the FFA, we have taken that into account and are preparing more and more students in those particular areas.

Mr. STEIGER. Let me clarify one last question. The National Executive Secretary of Future Farmers is an employee of the Federal Government and is paid by the Federal Government?

Mr. GRAY. That is true, although I do have other responsibilities in the USOE. That is, I serve as a liaison officer with the Office of Education to work very carefully with the other student organizations directors. I keep the Office of Education informed of business transacted in our student directors meetings every month; this assures OE that the things we do are in line with the high priorities established by the Office of Education, not only in developing skill competencies but to effectively prepare students with responsible leadership characteristics and who can project the proper image of technical-vocational education which will readily be accepted by business, industry and the lay public.

Mr. STEIGER. Am I correct in what I said at the outset in my analysis to the effect that vocational agriculture education in the last 5 years has not suffered a decline?

Mr. GRAY. We have continued to grow and broaden and increase, not only from the standpoint of production agriculture, which is still the basic. We know from national surveys that over 20 percent are going directly back into farming and over 40 percent are making inroads to become established in farming. But the biggest thrust we have had in the past years has been in the off-farm areas, such as training in the areas of sales, service, and the preparation of people to help the farmer do a more effective job of serving the American public.

Mr. STEIGER. One last question, if I can, which is totally unrelated. One of the particular programs that I have followed with FFA, and you must understand I have a brother who is president of the FFA chapter in Oshkosh, but the safety thrust has always been one of the programs that you carry on. Can I ask you or any one of the three of you to indicate to me what work has been done just, let's say, in the past three months with occupational safety in regard to protective structures and the effort to provide machine guarding?

How do you translate that significant increase in the awareness of and concern over farm safety into the FFA program?

Mr. Waybright. That program is one growing considerably in our organization and is being recognized on all levels. As to what we have done to comply with laws and regulations dealing with safety, I guess the best way I could answer that question is to say we try to instill in our members to obey the laws and regulations at all times and our programs are being adjusted to meet those requirements.

Mr. Steiger. Have you made any studies as to what covers safety under the act?

Mr. Waybright. Many of our agriculture teachers are doing this, and are including safety instruction to their students.

Mr. Steiger. What I am trying to find out is what leadership does Future Farmers of America give to a local vocational education chapter.

Mr. Waybright. We have two gentlemen who head up our contests and awards programs; most, if not all deal with the different aspects of the safety program. They develop, print, and distribute material to the local advisors in relation to the program you are speaking of.

Mr. Gray. I am on the board of the National Directors of Safety Council, and served 2 years as chairman of the National Youth Safety Conference. Each of the student organizations in this room has a representative on the safety conference and also students who are involved.

Now specifically the FFA has a national chapter contest for safety. We have prepared a very excellent handbook for teachers to use in teaching this program. We use people in government and industry and business, as I mentioned a moment ago, but also the U.S. Department of Labor officials to get the right material and information in this handbook.

Now just to give you an idea of the growth of this program in the last 2 years, it has grown from 295 chapters to 495 chapters, being recognized on a national level for outstanding accomplishments in the total field of safety. We work very closely with the people who develop occupational standards. In fact, in Columbus, Ohio, this last March we had one of the regional directors address himself for one whole afternoon in this area. We are cognizant we need to be doing more in this area.

As indicated by Doyle, a local teacher, in his classroom work and all aspects of his vocational training emphasizes safety.

Mr. Steiger. May I ask for copies of materials you have prepared?

Mr. Gray. I would be more than happy to make those available to you.

Mr. Steiger. After I have had a chance to review them, I would like to someday be able to come back to you and, if I can suggest modifications or improvements in what is being done, I would be grateful for the chance to do that.

Mr. GRAY. Not only that, but I will provide you with the 10 outstanding chapters within the last year. I don't know if you gentlemen have heard of BOAC—Building Our American Communities. It was initiated through the FmHA, United States Department of Agriculture.

BOAC has had a great impact on community development which relates not only to safety, but to getting the students involved in making their community a better place in which to live and to work.

I will be more than happy to provide you with the materials on BOAC.

This is also having an impact on five land grant universities where we have been using FFA money to set up courses of instruction for teachers to use in community development.

Again, I will be more than pleased to provide all of this material to you.

Mr. STEIGER. Thank you.

Mr. LEHMAN. My district is not overrun with farmers, but we have enjoyed your testimony and find it to be most beneficial.

Mr. GRAY. Thank you.

Mr. LEHMAN. Our next witness is Mr. Edward Miller, executive director, Future Business Leaders of America—Phi Beta Lambda. Without objection your prepared statement will be included in the record at this point.

[Prepared statement referred to follows:]

PREPARED STATEMENT OF EDWARD D. MILLER, EXECUTIVE DIRECTOR, FUTURE BUSINESS LEADERS OF AMERICA, PHI BETA LAMBDA, INC., WASHINGTON, D.C.

Most recent figures from the U.S. Office of Education indicate that more than 1,600,000 students are presently enrolled in business and office programs in secondary and postsecondary institutions across the nation. Regrettably, fewer than 125,000 of these students are presently actively engaged in activities provided by the Future Business Leaders of America-Phi Beta Lambda. However, those who are or have been affiliated with this organization serve as models of what can be achieved in total student development through a strong, viable, and high-quality program of instruction in vocational education. The programs implemented through FBLA-PBL chapters are centered around developing career awareness as well as providing opportunities for the exploration and preparation for exciting and rewarding careers. Activities of FBLA-PBL are integral, relevant, and based upon the needs, interests, concerns, goals, and visions of its members.

In reviewing the record of FBLA-PBL activities, as well as the concerns and achievements of individual members, one cannot help but be impressed with the personal and cooperative involvement in activities that have helped develop stronger programs in vocational education. Members awareness and creative interaction in problems and activities relating to their peers, schools, communities, and our nation clearly point out a singleness of purpose—that of developing vocational students for leadership roles, responsible citizenship, and an opportunity to perform future vital work. State agencies must be aware of the vital role of Future Business Leaders of America-Phi Beta Lambda in the overall success of vocational business education so that funds from federal, state and local sources can be properly allocated. Proper leadership and strong support for curriculum-related student organizations are needed to meet the personal and manpower demands of our increasingly complex society.

BACKGROUND

Vocational Student Organizations was defined in the Federal Register, Volume 35, #91, as:

"(1) Vocational Youth Organizations. The program of instruction may include activities of Vocational Education Youth Organizations which are an integral part of vocational instruction offered and which are supervised by vocational education personnel."

Since its inception in February 1942, Future Business Leaders of America has made steady progress in the number of chapters organized, its program of service, and total membership. At the end of the 1972–73 school year, membership in FBLA had reached approximately 94,000, and over 12,000 students were members of Phi Beta Lambda, the postsecondary division. The number of FBLA and PBL chapters combined went over 5,800.

Membership is open to all secondary and postsecondary students enrolled in all business and office programs in high schools, community and junior colleges, four-year colleges and universities, vocational-technical schools, and independent business schools. Membership figures are expected to increase each year based on past trends and potential membership figures from USOE. Based on incoming membership data for the 1973–74 year to date, this year will show a 10–15 percent increase over last year. The current school year already finds nearly 6,000 chartered FBLA-Phi Beta Lambda chapters operating in each of the fifty states as well as the District of Columbia, Puerto Rico, Guam, Canal Zone, and the Virgin Islands.

Local and state chapters of FBLA and PBL operate under charters granted by Future Business Leaders of America-Phi Beta Lambda, Inc. Each chapter adopts its own constitution, but conducts projects and programs within the framework of the national organization. All FBLA and PBL chapters are under the guidance of fully qualified business teachers officially recognized by the local school, state department of education, and national headquarters.

FBLA-PBL operates in cooperation with the U.S. Office of Education, American Vocational Association, and the National Business Education Association. It is on the approved list of National Association of Secondary School Principals.

Future Business Leaders of America-Phi Beta Lambda supports itself financially through membership dues and marginal profits from the sale of organizational paraphernalia. FBLA dues are $1.50 per member per year; PBL, $2.00 per member per year. Major expenses of the association include cost of administration, office rent, supplies, travel for professional staff and national officers, publications, service to State Departments of Vocational Education, national conferences, and program development and implementation.

The Board of Directors functions as the governing body and includes ten voting members: two state supervisers, two city supervisers, two local chapter advisers, two teacher-educators, and two national student officers. Each board member serves a three-year term, with the exception of the students who serve for only one year. Ex officio board members include a representative from the U.S. Office of Education.

Activities for the FBLA or Phi Beta Lambda student through classroom related activities that develop occupational awareness include:

1. Relate learning to what is to be applied outside of school
2. Acquaint job descriptions of occupations that utilize the skills or competencies learned
3. Understanding interrelatedness of jobs in business and office occupations
4. Understanding the personal, social, and economic significance of each business occupation.

WAYS AND MEANS OF MEMBERSHIP INVOLVEMENT

Business and office education students become involved in FBLA–PBL programs because of their desire to become affiliated with a professional organization which incorporates co-curricular activities with the program of study they are pursuing. Often initial interest in FBLA–PBL is sparked by interest in special programs. The advantages of belonging to FBLA–PBL are many as are its contributions to the overall educational program.

Activities of FBLA and PBL provide an opportunity for business and office students to prepare for business careers. Members learn how to engage in individual and group business enterprises; how to hold office and direct the affairs of the group; how to work with representatives of other youth organizations; and how to compete honorably with their colleagues on the local, state, and national levels. Members can participate in annual state and national conferences and leadership workshops, visit other chapters, and business and industrial enterprises, and come in contact with a number of successful business men and women.

STRENGTH OF THE PROGRAM

A state and nationally affiliated organization for all high school and postsecondary students enrolled in vocational business and office programs, FBLA–PBL operates as an integral part of the school programs under the guidance and leadership of business teachers, state supervisors, school administrators, and businessmen and women. The activities of FBLA and PBL provide an opportunity for business and office students to prepare for business careers. As mentioned above, members have the opportunity to engage in individual and group enterprises in career development; hold office and direct affairs of the group; work with representatives of other youth organizations; and compete honorably with their colleagues on the local, state, and national levels in organized and planned career development activities.

CAREER EDUCATION TIE

Future Business Leaders of America-Phi Beta Lambda is instrumental in the development of career education. Some of the contributions of the organization to the career education program are:

1. extension of the learning process
2. mutual interest exchange
3. realistic view of the employment world
4. school activity for students in cooperative programs
5. job contacts
6. development of a competitive spirit
7. opportunity to learn human relations skills
8. development of responsible nature, higher scholastic standards, and a feeling of patriotism

Participation in FBLA or PBL offers a co-curricular activity which indirectly refers to the career education curriculum. Interest in studies is heightened and grades go up.

The strongest tie-in with career education is, perhaps, through the FBLA–PBL national awards programs and series of career competency events.

VIABILITY AND GROWTH TRENDS

Future Business Leaders of America and Phi Beta Lambda see a very active and involved future for both student divisions. Long-range plans reflect the broadening of the career programs, additional membership services as well as chapter services, closer relationship with the business community, and an exceptional growth in membership due to the ever improving program of activities and benefits.

Today, the total student membership of FBLA and Phi Beta Lambda is nearing 110,000 in over 6,300 chartered chapters throughout the United States and territories. Both divisions of the organization operate as an integral part of the school program under the guidance of business teachers, state supervisors, school administrators, and businessmen.

ACTIVITIES FOR THE BUSINESS EDUCATION TEACHER

To develop student self-awareness and positive attitudes toward self, school, and work, teacher-advisers of FBLA–PBL:

1. Compliment students for work well done to help them recognize their strengths and develop self-confidence
2. Help students find out what they are not able to do through constructive criticism
3. Compliment students for demonstrating human relations skills—ensure students have ample opportunities for interaction
4. Use the vocational student group to provide expanded opportunities for students to practice human relations skills.

SUMMARY

Membership in Future Business Leaders of America-Phi Beta Lambda must be made available to all students in vocational business and office education programs. As the value of vocational student groups as an integral part of the vocational education program has been demonstrated, it is essential that the need for continued federal support of these programs be recognized.

Future Business Leaders of America-Phi Beta Lambda is the tool that can motivate students to explore and prepare for business careers. It can serve as a laboratory for personal development, providing opportunities for involvement of all students. Through active membership, students can learn to project a desirable and positive image of vocational business education that will be accepted by leaders in education, business, industry, and the general public.

David Bieberly, FBLA National President, said in an address to the American Vocational Association convention this year;

". . . I've heard people say that vocational students are treated like second-class citizens. I'm not sure that's true. It's the NONvocational students in my school who are intimidated by the very idea of filling out a Form 1040. It's the NONvocational students who think that 5 percent interest is 5 percent interest whether it is paid from the first of the month or the day of deposit. It's the NONvocational students who don't realize that their boss may not be doing them such a favor by paying them in cash so he won't have to withhold social security from their wages. Now, can you really say the education they're getting is FIRST CLASS? They need to know those things. We all need to know them—and lots more.

". . . I think I'm learning more about living, surviving, and getting back the most for the effort I put out than students whose educational program isolates them from the real world. My business classes—and my involvement in FBLA—have put me in touch with the real world, and I'm learning things that prepare me not only for my employment future but for my future as an employed person.

STATEMENT OF EDWARD D. MILLER, EXECUTIVE DIRECTOR, FUTURE BUSINESS LEADERS OF AMERICA—PHI BETA LAMBDA, INC., WASHINGTON, D.C.; ACCOMPANIED BY JEANNETTE THOMPSON, FLORIDA FBLA PRESIDENT; AND C. JONES HOOKS, NATIONAL PRESIDENT, PHI BETA LAMBDA

Mr. MILLER. I join my colleagues in expressing appreciation for being invited here today.

Our testimony has been submitted. One page may be missing from some of the statements that are in your hands, but the clerk will supply the missing page.

Our oganization has a membership this year exceeding 125,000 members. We feel that the students I brought with me today are representative of this membership. I am going to introduce them in a moment to give their views and testimony.

However, in order to stay within the high noon deadline, I am not going to attempt to read portions of my report, as it will go into the record anyway, but simply paraphrase some of the objectives and purposes as a tool which can motivate students to explore and prepare for business careers. Business touches every American, whether as a student or as a consumer. Business must touch every American. We feel, therefore, we are a very vital part of the business program.

Our Future Business Leaders of America program can serve as a laboratory for personal development, providing opportunities for involvement of all students, giving the student a means to expand on the classroom instruction.

Through active mmebership, individuals can learn to project a desirable image of vocational education which we hope will be accepted by leaders in business, industry, and the general public.

To testify as members of the organization, I would like to introduce Jeannette Thompson, FBLA State president in Florida, who has served on various committees for us across the country. With her is

C. Jones Hooks, who has been a past national president of Future Business Leaders of America and is currently serving as national president of Phi Beta Lambda. He is from Georgia.

I will ask Miss Thompson to make her presentation.

Mr. LEHMAN. What part of Florida are you from?

Miss THOMPSON. Dade City.

A high school student goes through a very confused period. He has to decide what he is going to do for the rest of his life. This organization (FBLA) is important to me and other high school students. You need something to fall back on. Through this organization you learn to get along with people, but the main thing you learn is responsibility, and this is lacking tremendously among high school students.

FBLA is the organization that can help you build your individuality, because here we have programs such as the March of Dimes and Bicentennial.

One of the better parts of the national organization is open competition. There can't be anything better in building your character. You gain more than the art of winning; you also find what you are competing for, and what you will gain—this is all very important.

Also, patriotism is a very big thing in FBLA. Do you realize how many students there are who don't understand the Constitution of our country? It is so important to know why this country was built, what it represents, why we salute the flag, what is the meaning of the name, United States of America.

These are important to all of us as individuals. We should know this, and these are some of the things FBLA helps you learn. It may not seem true because it is a business organization. But we are focusing not only on everybody becoming secretaries, but on what leads up to that. These things build business. If you have some background of what you are doing, you can live in America as opposed to existing.

Through business courses you are taught all your skills throughout the years, but in FBLA, you are given a direction. Take, for instance, a person who has studied 6 years to become a scientist. What happens after 6 years if he decides he does not want to make any more chemicals? What can he do, drive a truck? In business you learn such skills that no matter what happens you always have a skill to fall back on.

I feel FBLA is one of the strongest organizations to wipe out apathy. Apathy is too extensive among all of us as high school students and there is no need for this to be.

Mr. LEHMAN. Thank you very much. We need more deeply-involved people in our society, as you are. It will go a long way in keeping our system working on a functional basis.

Will the gentleman on the right continue.

Mr. HOOKS. I have two points that I would like to bring home to you. I think Jeannette has basically brought home the entire concept of what can be covered by FBLA and Phi Beta Lambda.

What we see today is that America is visually dominated by the businessman. Therefore, there can exist a major gap between our educational program and the business end and what they are looking for in future employees. This is one place I think FBLA and Phi Beta Lambda really come into action.

We strive to fill this gap through leadership opportunities, experiences that students would never have unless they were involved in an organization such as FBLA-Phi Beta Lambda. We develop skills in students and provide them with opportunities and insights into their future world of work.

This is very important because, without knowing exactly what to expect when you get into business, how can you operate efficiently?

I also think business and FBLA work together. One way this is accomplished on State and national levels is through advisory councils. We work together on such worthwhile programs as civic projects and programs that benefit the individual communities.

My other point is, and I guess this is my personal philosophy of life, that an individual can do a great deal, and what an individual does most definitely determines his future. I also feel if an individual becomes excited and enthusiastic about what he is doing, then he can be an effective individual and a complete and whole person and operate efficiently in the world and not just exist.

There is no better way to become excited in a future career than by involvement in an organization such as FBLA-Phi Beta Lambda.

Mr. Lehman. Thank you very much.

Mr. Steiger.

Mr. Steiger. Both of you have done an excellent job in defining why FBLA is a unique organization, separate and distinct from others.

Mr. Hooks. I would agree with all the other representatives who have spoken, and that is, I believe there is a definite need for separate organizations for individual needs and an individual should have the freedom to decide which organization best fits his desires.

We do have differences among our organizations and, even though these differences exist, we work very well with each other. We cooperate with each other, as has already been mentioned concerning the bicentennial program and working with charities. We must work together.

There is one problem I couldn't begin to comprehend how to solve. Every representative here who has worked with an organization on the national level is aware that communication is the single, most talked about item: How do we better communicate within our own organization? So I couldn't even comprehend what would happen if we had one large organization trying to communicate all the ideas to all the individuals.

Mr. Steiger. What is the distinction between FBLA and Phi Beta Lambda?

Mr. Hooks. Phi Beta Lambda is the postsecondary division. It was a selling point that perhaps this would appeal to postsecondary students more than just the same title.

Mr. Steiger. The dues are used to pay for your salary and the other associated activities?

Mr. Miller. Yes.

Mr. Steiger. Thank you very much.

Thank you, Mr. Chairman.

Mr. Lehman. Thank you.

Calvin Coolidge once said, "The business of America is business." So maybe you had better take charge of the whole thing.

Thank you very much for coming.

Our last witness is Mr. Charles King, Executive Director, Office Education Association, Columbus, Ohio. Please identify.

STATEMENT OF CHARLES KING, EXECUTIVE DIRECTOR, OFFICE EDUCATION ASSOCIATION, COLUMBUS, OHIO; ACCOMPANIED BY JEFFERY MOORE, NATIONAL VICE PRESIDENT, OEA; AND REUBEN FORDAHL, PRESIDENT, POST-SECONDARY DIVISION, OEA

Mr. King. My name is Charles King and I am the executive director of the Office Education Association.

The two gentlemen accompanying me today are also products of our organization: Jeffery Moore, national vice-president, and Reuben Fordahl, who was just elected this past week as president of the Post-Secondary Division of OEA at our national convention in Minneapolis.

Mr. Lehman. If you can summarize your statement, it will all go into the record.

[The prepared statement referred to follows:]

Prepared Statement of Charles King, Executive Director Office Education Association, Columbus, Ohio

Mr. Chairman and distinguishhed committee members: It is an immense pleasure for me to be able to address you today and encourage your continued support for vocational education.

I. BACKGROUND AND OVERVIEW

A. Definition of Vocational and Technical Education For The Office Occupations

Office occupations education is a combination of courses and practical experiences, organized into programs of instruction to provide opportunities for persons to prepare for and achieve career objectives in office occupations. This program is designed to serve the needs of society through initial, refresher and upgrading education. It leads to employment and advancement of individuals in occupations in public enterprises or organizations related to the facilitating function of the office.

Office occupations education serves the entire spectrum of individual abilities from the very low to the very high. High school students, those who have completed or left high school, those who are enrolled in post-secondary vocational office occupations education, those who have entered the labor market and need training and retraining, persons with special educational disadvantages, and teachers of office occupations are the major groups which can expect service from office education programs.

B. Purpose of Vocational and Technical Education For Office Occupations

The overall purpose of education for office occupations is to provide individuals with skills and abilities to meet local, state, and national needs for office workers. It is for all citizens who want, need, and can profit from this instruction. Realistic consideration is given to the needs and opportunities of the employment market. It also provides a balanced program of office education to support the economic and defense needs of the nation for office workers.

The office is the facilitating factor in our society which makes possible the achievement of the goals of the production and distribution factors in our economy. Office work gets the right thing to the right place at the right time, and it provides management with the data upon which to base decisions.

Office occupations education is making important strides in breaking away from traditional subject-oriented curricula. The curricula are sequences of educational experiences related to occupational objectives which have been formulated through an analysis of behavioral requirements (duties, skills, abilities, and attitudes) of office occupations. The instructional sequence is a balance of business principles from which the student learns about the environment he will face in office work; occupational specialization to acquire skills necessary to succeed in an office career; realistic "in school" and "in office" experiences with necessary supervision, direction and coordination; and coordinated youth group activities based upon the student's career objective are an integral part of the curriculum.

Education for office occupations is a vocationally-oriented program stressing the career objective of the individual student. It is not a terminal program in a conventional sense of the word because the individual determines the level of training he wishes to obtain through a program which extends from routine office activities to complicated administrative positions.

C. The Office Education Association

Shortly after the passage of the Vocational Education Act of 1963, the need for a youth organization to provide for the students enrolled in vocational office programs was recognized. Many meetings were held and many studies were done with a view toward inaugurating such an association. After intensive effort by a number of interested persons, the Office Education Association was incorporated at Madison, Wisconsin.

The first three states to become affiliated were Iowa, Kansas, and Wisconsin. The Office Education Association joined the family of vocational youth organizations as the newest vocational youth organization.

The OEA was established in 1966 as an independent youth organization for students enrolled in high school and post secondary office occupations education programs. It is a co-curricular activity that is an integral part of the educational program which is designed to develop leadership abilities, interest in the American business system, and competency in office occupations within the framework of vocational education.

Membership is without regard to race, creed or national origin. It conducts educational, professional, and civic activities. Learning by living their roles as leaders and followers, members develop both a sense of leadership and responsibility.

The OEA is a voluntary association of state youth groups supporting office occupations education. Any existing or emerging youth group which demonstrates how it will meet state vocational education requirements may participate in the OEA federation or "umbrella." The state may apply for membership in OEA if the programs are reimbursable within the state.

As a federation or "umbrella," specific provision has been made for students who are members of FSA, FDPA, and local clubs to participate in OEA if they are bona fide vocational students with a career objective in office occupations education and are under the direction of a vocationally approved teacher.

Local chapters function as an integral part of the instructional program. Through its varied program of planned youth activities, members have an opportunity to develop individual and group activities as they serve as leaders and followers in office related activities.

The National Board of Directors encourages regional and state conferences, sponsored on a self-supporting basis.

II. THE STATUS OF OEA, 1968–73

As a result of the 1963 Vocational Education Act, emphasis was placed on improving the quality of vocational education and increasing excellence in vocational and technical programs. In 1964 a Task Force referred to as the "Kansas Study," reported that 43 states felt the need for a vocational student organization for business and office career oriented students. In 1965 NASSBOE was formulated and state supervisors in that organization encouraged and formulated an organizational structure for OEA. In July of 1966 the Office Education Association formed and incorporated. In 1967 Kansas, Iowa, and Wisconsin met together in Green Lake, Wisconsin, to hold the first OEA National Leadership Conference.

During the years 1968-1973 OEA has added Associations in Minnesota, Indiana, Ohio, Texas, New Mexico, New Jersey, Montana, California, Delaware, Illinois, Massachusetts, Alaska and Michigan and the membership increased according to the chart below:

Year:	*Enrollment*
1968	7,000
1969	14,000
1970	20,000
1971	27,000
1972	35,000
1973	44,000
1974	51,000

Our growth in membership and in number of states is indicative of the importance that business and office occupations programs play in the overall vocational education field. OEA has gained widespread recognition and achievement as a result of support given by USOE, state education agencies, and local education agencies. With this support and with the overall program of OEA, students are participating in an exciting and progressive national vocational student organization. Increasing enrollments in the business and office occupations programs throughout the country makes the role of OEA even more important.

There is every reason to believe that office occupations will continue to grow as more data about more things are required for making decisions. There are approximately two million persons in office occupations education in the nation today.

There will be a great demand for office employees in the future. Between 1966 and 1980, it is expected that the office work force will jump from 14.7 million to about 30.7 million. While some 20 million new jobs will be created during this period, some 8.2 million of them will be "teenage" jobs.

Major work opportunities will be found in stenographic and secretarial occupations, general clerical occupations, accounting and computing occupations, and typing and related occupations for entry jobs. Data processing occupations, supervisory and administrative management, personnel administration, and information communication occupations offer many advancement possibilities.

The main goal of OEA is to "Develop Vocational Competence in Office Occupations," developing the student in areas of leadership abilities, character, social competencies, and other personal attributes necessary for employment. The student develops confidence in the ability to do a job.

Since 1968, an Alumni Division of OEA was formed and that division holds its annual conference concurrently with Secondary and Post Secondary Divisions at the National Leadership Conference. A Collegiate Division was developed in 1973 and formation of that Division is now being explored.

Each summer a National Officer Leadership Training Program is conducted to orientate our officers to their responsibilities and the challenge of personal growth that lies ahead. Leadership training is also a part of the OEA program at state, regional and local levels.

Competitive events, in the area of business and office careers and related areas are a part of our entire program, and most recently many of these contests were revised to include Cluster Contests in order to follow guidelines developed by the U.S.O.E.

As the financial structure of OEA became established, the OEA National Board of Directors was able to hire in 1971 a full-time Field Representative and most recently, January 1, 1974, the first full-time Executive Director was hired.

OEA materials developed after 1968 include promotional brochures, a National Competitive Events Guideline, OEA Official Guide, a Local Chapter Handbook, a monthly Local Advisors Bulletin, and a monthly bulletin to State Advisors, National Officers, and the OEA National Board of Directors. These materials help to tell the "OEA Story" and serve as a line of communication from the OEA National Staff.

OEA, the youngest of the vocational student organizations, finds itself involved in more activities each year.

Career Education Curriculum Development in the area of Business and Office Occupations is a new area of involvement, OEA is proud to be a part of the

National Coordinating Council for Vocational Student Organizations (NCCVSO), a means of coordinating mutual concerns with our sister vocational student organizations. Major activities of OEA also include social and civic projects as well as fund raising. OEC is involved in legislation and lobbying, in order to effect a stronger vocational student organization. A culmination activity each year is the National Leadership Conference, where over 3000 students from around the country mass together in a display of friendship and cooperation in order to elect national officers and to display extreme talent in Business and Office related contests.

Minnesota and Ohio are piloting projects in the area of Personal Development, where a student is awarded recognition for achievements in Leadership, Service, Cooperation, Knowledge, Friendship, Love, Hope, Faith, and Patriotism.

III. FUTURE TRENDS

A. Where Are We Going?

OEA has immense financial needs. We must explore funding in support of Vocational Student Organizations on the move. We must continue to encourage supportive efforts of all kinds to recognize student vocational organizations as an integral part of educational instructional programs.

We need to continue to tell the "OEA Story" to every local school district, every State Department of Education, every business and office teacher group, every State Legislature, the U.S. Congress, and to the general public.

We must continue to try and meet the needs of OEA local and State organizations, and explore possibilities of expanding the overall potential vocational students in order to allow them to attain their full potential as productive citizens in our country.

B. Development of Collegiate Division of OEA.

This past week, on April 27, 1974, at the National Leadership Conference in Minneapolis, Minnesota, an OEA Collegiate Division Constitution was approved by the OEA Board of Directors. Students enrolled in a baccalaureate or post-baccalaureate program with a career objective of teaching vocational business and office education, will be introduced to OEA. It is possible that those same students will some day be advisors of high school and post high school OEA club programs, and will already be trained to organize and administer a vocational student organization.

C. Meeting the Needs of Special Students.

Many examples within the OEA association states can be sited as having met the needs of students with special needs—for this is a goal of our local, State, and national association. A totally blind girl received top recognition, last month, in the State of Ohio in the OEA Extemporaneous Speaking Contest. A culturally deprived girl from an inner city school in Detroit, Michigan become Michigan's first OEA State President this past year, and her leadership will no doubt be an influence in her home community as well as in OEA.

Because vocational business and office occupations differ greatly in degree of complexity, it is possible to train students who are handicapped in various ways.

D. Continuation of Federal Funding.

Federally funded programs to the States have made it possible to train and retrain students in various business and office occupational programs. Teacher salaries, equipment for schools, and many other types of financial remuneration have all made a profound influence on vocational education.

The Federal Register lists vocational student organizations as an integral part of the instructional program. As a matter of fact, some State Plans require vocational student organizations in order for local schools to be included for government reimbursement. It is the hope of many vocational educators that some day soon vocational student organizations will have that same financial support by the Federal Government.

I earnestly recommend continued vocational education funding as provided in the 1968 amendments to the Vocational Education Act of 1963, in order to continue to improve vocational education and to encourage increased enrollment in such programs.

Mr. KING. Mr. Chairman, I will just highlight my written testimony in order to allow time for the students to speak or for you to ask any questions of us.

It is an immense pleasure for me to be able to address you today and encourage your continued support for vocational education.

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The OEA is a cocurricular activity that is an integral part of the educational program which is designed to develop leadership abilities, interest in the American business system, and competency in office occupations within the framework of vocational education.

Local OEA chapters function as an integral part of the instructional program. Through its varied program of planned youth activities, members have an opportunity to develop individual and group activities as they serve as leaders and followers in office-related activities.

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In 1965, NASSBOE was formulated and State supervisors in that organization encouraged and formulated an organizational structure for OEA. In July of 1966 the Office Education Association was formed and incorporated. In 1967, Kansas, Iowa, and Wisconsin met together in Green Lake, Wis., to hold the first OEA National Leadership Conference.

In 1968–73 OEA has added associations in Minnesota, Indiana, Ohio, Texas, New Mexico, New Jersey, Montana, California, Delaware, Illinois, Massachusetts, Alaska, and Michigan; and the membership increased from 7,000 in 1968 to 51,000 in 1974.

Our growth in membership and in number of States is indicative of the importance that business and office occupations programs play in the overall vocational education field. OEA has gained widespread recognition and achievement as a result of support given by USOE State education agencies, and local education agencies.

With this support and with the overall program of OEA, students are participating in an exciting and progressive national vocational student organization. Increasing enrollments in the business and office occupations programs throughout the country make the role of OEA even more important.

There will be a great demand for office employees in the future. Between 1966 and 1980, it is expected that the office work force will jump from 14.7 million to about 30.7 million. While some 20 million new jobs will be created during this period, some 8.2 million of them will be "teenage" jobs of entry level.

The main goal of OEA is to "develop vocational competence in office occupations," developing the student in areas of leadership abilities, character, social competencies and other personal attributes necessary for employment. The student develops confidence in his ability to do a job.

Competitive events in the area of business and office careers and related areas are a part of our entire program, and most recently many of these contests were revised to include "cluster contests" in order to follow guidelines as developed by the USOE.

OEA, the youngest of the vocational student organizations, finds itself involved in more activities each year. OEA is pround to be a part of the National Coordinating Council for Vocational Student Organization, a means of coordinating mutual concerns with our sister vocational student organizations.

We must continue to encourage supportive efforts of all kinds to recognize student vocational organizations as an integral part of educational instructional programs.

We must continue to try and meet the needs of OEA local and State organizations, and explore possibilities of expanding the overall potential of vocational students in order to allow them to attain their full potential as productive citizens in our country.

Many examples within the OEA States can be cited as having met the needs of students with special needs, for this is indeed a goal of our local, State, and national association. A totally blind girl received top recognition last month in the State of Ohio in the OEA extemporaneous speaking contest. A culturally deprived black girl from an inner city school in Detroit, Mich., became Michigan's first OEA State president this past year and her leadership will no doubt be an influence in her home community as well as in OEA.

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I earnestly recommend continued vocational education funding as provided in the 1968 amendments to the Vocational Education Act of 1963, in order to continue to improve vocational education and to encourage increased enrollment in such programs.

Mr. MOORE. Through the Office Education Association I have grown very much both mentally and morally. As a member of OEA I learned how important vocational education is in the entire educational process of our country.

To be perfectly frank with you, I think vocational education should be emphasized greater than the college preparatory curriculums. Skilled craftsmen and qualified office personnel are the backbone of our Nation.

Some students are not qualified or it is not their choice to enter college and pursue a degree, so they need something to turn to such as our vocational education system. I, myself, am attending a university to pursue a degree in accounting, but would not have done so had it been otherwise possible for me to get a job that would be fulfilling to my goals of life.

I believe we need more funding and support to stress the need for more active vocational organizations. So much is gained through an organization such as OEA. A student gains the opportunity to relate and participate in social activities and competitive events with students from various cultural backgrounds. This I feel is one of the biggest accomplishments of all vocational organizations.

Mr. LEHMAN. Thank you very much.

The next young man may express his views at this point.

Mr. FORDAHL. I don't have anything formal to present to the committee but I will be pleased to respond to any questions the committee might have.

Mr. LEHMAN. Mr. Steiger.

Mr. STEIGER. You are the youngest of the organizations. What is the difference, the distinction between OEA and FBLA?

Mr. KING. When OEA was formulated in 1966, it was felt at that time that FBLA was not meeting the needs of vocational students but was addressing more specifically general business students. Since that time, I think FBLA has included vocational students in their programs.

Mr. STEIGER. It is unfair to ask you, because I should have pursued this with FBLA when they were here. My memory, and I have been out of high school a couple of years now, at least, but FBLA was totally unrelated at Oskosh High School, as such, it was very much involved in the business education training.

So your organization grew out of those relating to vocational education as opposed to general business education.

You have a membership now of how many?

Mr. KING. 51,000 this year.

Mr. STEIGER. You are new as a student director, having just begun this year, and student dues pay for that?

Mr. KING. That is correct. I am the first full-time director. Previously we have had one full-time staff member and now we have three full-time staff members. We are mainly paid through student dues.

Mr. STEIGER. You say "mainly"; what other methods?

Mr. KING. Some of your national fund raisers do support us with royalty moneys as a result of sales which have resulted from their home schools.

Mr. STEIGER. Thank you very much. It is good to have you here.

Mr. LEHMAN. I just want to thank you, gentlemen, for your excellent testimony. It was certainly comprehensive, brief, and to the point.

All of you who were here certainly defended yourselves very well and have presented the image we can all follow. Thank you for coming.

We will now adjourn this meeting, subject to the call of the chair.

[Whereupon, at 12 noon the subcommittee recessed, to reconvene at the call of the chair.]

VOCATIONAL EDUCATION AMENDMENTS OF 1974

FRIDAY, JULY 12, 1974

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Fond du Lac, Wis.

The subcommittee met at 9 a.m., pursuant to call, in the library, Moraine Park Technical Institute, 235 North National Avenue, Fond du Lac, Wis., Hon. Carl Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Meeds, Quie, and Steiger.

Also present: John Jennings, subcommittee counsel; Charles Radcliff, minority counsel.

Chairman **Perkins**. The committee will come to order. A quorum is present.

First, as chairman of the House Committee on Education and Labor, I am delighted to put in an appearance in this great State and great community with your outstanding Congressman, Congressman Bill Steiger, whom you people sent to Washington the first year that I became chairman of the House Committee on Education and Labor.

I was very impressed, to say the least, with his tremendous knowledge of vocational education. The year after he arrived he surpassed, I feel, the expectations of all the committee members that constituted the Committee on Education and Labor at that time.

I presume he got that background in the general assembly here in Wisconsin.

I have also learned considerably from Congressman Steiger of your great postsecondary vocational system that you have in Wisconsin. He has made contributions that are immeasurable to this great country of ours.

I can recall that we were scarcely doing anything at all in the area of vocational education. I grew up in a little old hilly country in eastern Kentucky, a plowboy with the horses and mules in my hometown as a youngster. At that time I had no training beyond the third and fourth grade.

But back in those days in the mining community all the youngsters took manual training. Those that took manual training would drop out of school about the 9th or 10th grade and go into those mining communities and work on homes because of the training they had received. In many instances I have seen that happen.

So I feel that I know something about the value of vocational education. I know something about the needs of this country.

Not everybody is going to college. I commenced teaching school at a salary right at the heart of the depression of $59 a month. I knew that wouldn't do.

So I started to go to law school.

But we have to do more in the area of vocational education than we are presently doing. That is what I want to say. We are only presently spending about $500 million annually at the Federal level. We are spending about $1½ billion on manpower training.

I know that the vocational schools, the technical schools, are going to get a lot more of these youngsters that have been involved in colleges in the past and that are going to take technical training. That is evident to me everywhere because we have so many college professors today that are underemployed and technicians are in demand everywhere in this country.

I think we have the greatest leadership in the Congress present right here today in Congressmen Lloyd Meeds, Al Quie, and Bill Steiger. You have got the promise of leadership in vocational training right here at this time.

So we expect to go on and make great progress with this leadership.

It is a great day for me to come to this State and be with Congressman Bill Steiger, at these hearings. No one in the Congress has been more enthusiastic in supporting and coming up with new ideas, innovative ideas, in this area, and getting away from old patterns.

I feel that this is the cheapest insurance in the world, the training that we can expand upon.

I want to compliment Congressman Steiger for taking the time in sponsoring plans to expand this program to meet the needs of the people of this country.

Likewise I want to compliment my other Congressmen, Mr. Quie and Mr. Meeds.

I think I have stated enough at this time. I want to yield to Congressman Steiger. Then we will recognize Mr. Meeds and Mr. Quie before we proceed.

Mr. STEIGER. Thank you, Mr. Chairman. I would just say that it is a very real honor to have you and Al Quie and Lloyd Meeds in Wisconsin. I can think of nothing that I would try to push for that is as successful as the fact that the Committee on Education and Labor would be willing to come to Fond du Lac today and give particularly Wisconsin people a chance to discuss with the Committee on Education and Labor what kind of work has been done in this State in vocational and technical education.

Obviously Wisconsinites are proud and I think justly so of the system that has been developed in this State.

This hearing will give, I hope, yet more proof of the kind of incredibly good work that is being done throughout the State both in post and secondary education and in elementary education.

On behalf of all in this room, Mr. Chairman, may I say "thank you" to you and to Al Quie and to Lloyd Meeds for your willingness to sacrifice your time to come here this morning? We are greatly grateful for that. Thank you.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. I just want to indicate my pleasure to be here because Bil Steiger has really given us tremendous leadership in Congress and we appreciate it. You are responsible as well as he is responsible for giving that kind of leadership. You do a great job in Wisconsin.

Being a Minnesotan, I sit across the line and see the western part of your State rather than the eastern part. But I just want to indicate to you that we truly appreciate Bill Steiger and the leadership that he has shown. He has been listed in various places, most recently in Time magazine. Many people recognized that and I am glad you did, to send him to Congress.

Chairman PERKINS. Mr. Meeds?

Mr. MEEDS. Thank you, Mr. Chairman. Ladies and gentlemen, it is a pleasure also for me to be here from one of the other more progressive States in the Union, Washington State.

In terms of what you are doing in vocational education the chairman was precisely correct when he said that the people in the Congress who have been most responsible for vocational education are sitting right at this table.

It is a pleasure to be with them and to have these hearings which I think will again bring Congress abreast of what is being done in the field of vocational, technical, occupational career education.

These hearings will result, probably next year, in a new Vocational Education Act much like the one which the people at this table sponsored in 1968. Thank you very much.

Chairman PERKINS. Before I call the first witness I want to tell you we are in a conference in Washington on secondary education which, in a limited way, deals with vocational education. But it likewise deals with busing, all the hard problems that we have in Congress in all areas of education.

Bill Steiger is on this conference. He has always had his feet wet. He has always worked for the welfare of the people.

It is a great pleasure at this time for me to call on Barbara Thompson. I understand that Mrs. Thompson will not be here but instead we will hear from Robert Van Raalte, assistant superintendent.

Mr. STEIGER. Mr. Chairman, before Mr. Van Raalte comes on may I switch a little bit?

Chairman PERKINS. Yes, you may.

Mr. STEIGER. There are three people who would like simply to briefly welcome this committee to fabulous Fond du Lac, to use the phrase before they get a chance to use it.

They are Ellen Humleker, chairman of the city council, Gib Zeratsky, chairman of the MPTI board, and Don Flanders, county executive of Fond du Lac County.

Shall we hear from them first?

Chairman PERKINS. Absolutely.

Mr. STEIGER. Ellen, can we have you first?

Mrs. HUMLEKER. Thank you, Honorable Chairman Perkins, the Honorable Congressmen Meeds, Quie, and Steiger.

Good morning. It is certainly my pleasure to welcome you this morning on behalf of the citizens of Fond du Lac.

We are honored that you have chosen to conduct these oversight congressional hearings on the proposed vocational education act in our city.

We are proud of Fond du Lac and the growth it has been experiencing in the last couple of years. We are especially pleased and grateful that the Moraine Park Technical Institute has been able to expand because of the vocational education funds we receive. Without that financial assistance many of our programs to provide our community with skilled and trained employees would have to be curtailed.

We think our technical institute is one of the best in the State. We know it is responsible in great part for Fond du Lac's progress. There is no question in our minds that it is a principal reason why industries have chosen to settle and/or expand in our community.

The Moraine Park Technical Institute has supplied our industries with qualified graduates, prepared to step immediately into available jobs.

Furthermore, industries in the community know that if there is a need for a person with a particular skill they can count on our technical institute to set up a program to train individuals for them.

~~In~~ addition to the benefits to the industry, young people in our community have the advantage of being at home and attending the institute.

Some of the programs offered combine occupational training with academic training so students can later attend college if they wish. However the graduates have been readily absorbed into the world of work in Fond du Lac and the neighboring communities and have contributed their skills to the expansion and diversification of our area.

The proposed Vocational Education Act will also assist our handicapped and disadvantaged youths that they may help themselves to become more useful citizens.

Not only have young people had opportunities at our technical institute but the courses available have been especially helpful to women who wish to return to work after raising a family to become a skilled employee who wants to catch up with developing techniques and there are those who for their own pleasure or for whatever reason wish to continue their education.

They have not only improved their standard of living but have improved the total economic structure of our entire area.

I could go on and on, about how great I think our vocational training institute is and what it has done and can still do for the community.

In closing, our technical institute needs to have more people help themselves and to continue the fine program that it offers the community.

I hope that your hearings today will be fruitful and that you will learn from the people in our State how much our 2-year vocational and technical institutes mean to us and how greatly we anticipate the implementation of the proposed Vocational Education Act.

I am sure that we have, as you said, some of the very finest vocational technical schools in the country. They have all done a commendable job for us and have filled an ever-increasing need in our community.

If you have any extra time today I hope you will have Dr. Sorenson show you around the city. We think it is a very fine place to live.

We hope you will visit us again and especially when our new building is completed. We would like you to come and see it.

We thank you again for coming to Fond du Lac. I hope you have a very fine time today and that your hearings will be very interesting and very informative. Thank you very much.

Mr. STEIGER. Thank you, Ellen. Thank you very much.

Don Flanders, representing the chairman of the county board, who regrettable suffered a heart attack and is not with us.

Mr. FLANDERS. Chairman Perkins, Congressmen Steiger, Meeds, and Quie, and other friends of vocational education, I bring you greetings from the citizens of our community and hope you will learn about the vocational training system in Wisconsin and especially Moraine Park.

We hope you are enjoying our good food, our fellowship and our tremendous weather.

I only hope that we in this room can express to you our sincere concern and interest in vocational programs. Over 7,000 of our citizens in Fond du Lac County have taken part in the last year in daily programs and in evening school presentations by the Moraine Park Technical Institute.

I really think this is emblematic of the concern of the citizens in getting into vocational programs and broadening their horizons through extra-curricular activities.

The Moraine Park Institute staff has become very, very involved in community activities. They provide leadership and advisory activities to our local units of government.

Dr. Sorenson, we are proud to say, is chairman of our advisory policy board for the SETA program, a consortium between Winnebago and Fond du Lac Counties, for the implementation of the comprehensive employment training program that you gentlemen fostered and directed.

We are very pleased with the Federal revenue-sharing programs that you have allowed us to develop on the local level, the funding for plans and purposes which give us input into programs that we feel can be of importance to our citizens' development.

I consider that one of our significant areas of concern is our industrial growth. We have a budding industrial park in Fond du Lac County and we have worked closely with the staff and the director of Moraine Park Technical Institute to develop programs which will assist the training and retraining of our citizens to become employable in new industry.

We feel that this effort is a significant and important portion of the educational processes to date. I sincerely hope that you have had a fruitful and enjoyable time and that you will complete your studies of the vocational program in a manner which will allow the vocational units here in Wisconsin to enlarge and do a greater more expansive role in training and retraining the handicapped and those that see that they need a more expansive educational opportunity.

Thank you and a sincere welcome.

Mr. STEIGER. Thank you, Don.

Gib Zeratsky, the president of the Moraine Park Technical Institute Board, who, I would note, was my roommate at the University of Wisconsin and a life-long friend.

Mr. ZERATSKY. He was my pledge father. I don't know if anything rubbed off on me or not.

Mr. Chairman, Congressmen, as the chairman of this particular technical institute board it is my pleasure on behalf of the board to welcome you here.

Looking around, I want you to know that this is the largest room that we have available at this time to have our meeting.

As you move around and as you see the school later in the day you will find that this is the most overcrowded technical institute in the State of Wisconsin.

We are just now building a $4.3 million building which is pictured to your right. Perhaps you saw the equipment when you came in here.

I wish you could have come a year from now. We would have much nicer quarters. We are very pleased to be able to move forward in this direction.

I might note that we are counting very strongly and hopefully on about $447,000 of Federal aid over a 2-year period from Vocational Act construction money to help us with this program.

One other comment. At the present time we have classes in this building. We have classes in Beaver Dam in West Bend, Wis., downtown at the hotel and the Cleveland School, which is an abandoned grade school. We have an annex downtown. We have a church basement that we are using and about half of the University of Wisconsin center behind us.

So we are hoping to pull these things together and we will be doing that in the near future.

Thank you very much for coming.

I think in Wisconsin we have done a wonderful job of vocational education. We need your help to do a better job.

Thank you.

Mr. STEIGER. Thank you.

Mr. Chairman?

Chairman PERKINS. The first witness will be Mr. Van Raalte, who will appear instead of Superintendent Thompson.

STATEMENT OF ROBERT VAN RAALTE, ASSISTANT SUPERINTENDENT, DIVISION OF INSTRUCTIONAL SERVICES, WISCONSIN

Mr. VAN RAALTE. I consider it a real pleasure and honor to be able to visit with you this morning. I certainly want to add my welcome on behalf of the State of Wisconsin, the department of public instruction, to this group this morning.

I want to say first of all that I trust that you will in no way interpret the fact that Dr. Thompson is not here as evidence of the fact that she is not interested in vocational education. It is just the opposite that is true.

She is tremendously interested in vocational education in fact to the point where in building our State budget request at the present time Dr. Thompson indicated to me and announced to instructors last night that one of her requests to the State legislature is that there be

State moneys set aside specifically for aiding and abetting vocational education in the elementary and secondary schools of the State.

She is not here this morning because she also has to serve as a member of the State board of regents for the university and the law prescribes that she cannot delegate that responsibility to anyone else. So she would like very much to be here and is sorry that she can't be.

I would like to say first of all that I am sure many of you understand that we have a dual system in Wisconsin. We have the State board of vocational, technical, and adult education, which is the official agency for the receipt of Federal funds so far as vocational education is concerned.

That board works very, very closely with the department of public instruction. Forty percent of the Federal funding that comes to the State of Wisconsin is given to the department of public instruction so that we might administer vocational education programs in the elementary and secondary schools in the State.

So I would like to say that we have a very close and cooperative working arrangement with the State board of vocational, technical, and adult education.

In fact, from what I have known in many circles, I think our working relationship perhaps is closer than would be found in some States where they happened to be part of the same agency.

In my presentation this morning I am going to be using a term that I think needs to be defined just a little bit because I think it is a term that is used specifically in Wisconsin secondary schools.

That term that I am going to define is the term "capstone course." When we are talking about capstone courses we are talking about those final courses that are offered to young people as a sort of culminating activity for their vocational pursuits in high school.

To illustrate this, for instance, in business and office education there are a lot of skills that are needed to be learned along the line, such things as typing, shorthand, introduction to business, bookkeeping, various courses that are offered.

I guess what we use is a modern cliche today; the capstone course is the course where the students "put it all together" and it is a place where they make use of those skills in as near a real-life setting as is possible for those skills to be used.

In many cases it is done in programs where they work in business or industry. In other cases where it becomes impossible, it may be done with a kind of simulation situation. So I want you to understand what we mean when we are talking about capstone courses.

I wish to make three points in my presentation today. The first point I wish to make is that we believe that vocational education in the Wisconsin secondary schools has been greatly aided by the Vocational Act of 1963 as amended by the Amendments of 1968.

I would offer some bits of evidence on that. I think that you are going to be able to see here that this gives you a little bit of an idea of the growth of appropriations that have been available to us in secondary education throughout the years.

This reflects that the schools are tooling themselves up in the area of vocational education.

Mr. **Steiger**. Bob, is that Federal money or State and Federal?

Mr. VAN RAALTE. This is Federal funding. Of course, we recognize the fact that there is a matching element. But this illustrates the amount of Federal dollars that have been available to the department of public instruction.

You see. In the beginning the amounts were very small in 1965 because after the passage of the Vocational Act of 1963 we had a great deal of tooling up to do.

I think we need to recognize the fact that in Wisconsin vocational education in the secondary schools was pretty largely confined to vocational agriculture and vocational home economics.

With the coming of the Act of 1963 it was possible for us to make arrangements with the State board and all that sort of thing. I had been with the department of public instruction all during that period. I just wish there was some way that you could get an accurate picture of the change of attitude that has taken place in the high school principals and the high school staffs and the school population in general in regard to vocational education.

I remember when we first talked about the coming of vocational education in 1964 or 1965, whenever it was, at the conference of administrators they kind of raised their eyebrows. The attitude now is completely different which I think I can illustrate with some other points.

The second point that I would like to make is that the courses offered and the capstone courses especially have had constant growth. You can see that these VEA-funded capstone courses, we have them broken down into the five areas: Business office education, home economics, trade and industry, distributive education, and agriculture.

You can see that the biggest is agriculture. There has been some change there. But that has remained pretty constant. In the field of trade and industrial education a great expansion has taken place there.

Before the Vocational Act of 1963, yes, schools did offer business education. You could go into these schools and find typing and shorthand and bookkeeping and that sort of thing. But they were not vocationally oriented courses. They were not directly oriented toward actually putting people into the field of work, into the world of work, such as happens today.

So I would offer that as evidence of the fact that there has been tremendous growth in that area and the fact that the number of graduates in the various capstone courses has shown a continuous growth. The courses are not only offered, but the students are staying with those courses and going through to the completion of the capstone courses

Distributive education is not nearly as broad a field as some of these others.

Another whole area that is coming in is health occupations with which we have just made a very slight beginning. But much more needs to be done.

Another point I would like to make is that we are not only having growth in these programs but also growth in the number of graduates, which is evidence that these programs are doing the job because after all one of the major purposes of vocational education is to prepare people for the next step, what they are going to do when they get out of school. I would offer this as evidence of that fact.

We made a survey 4 months after the graduation period to see where are the students who graduated from these capstone courses. Here they are. Forty-five percent of the graduates of those courses were in occupations that were directly related to the kind of work that they had taken in their vocational programs.

Fifteen percent were employed in unrelated areas.

Then you notice that 14 percent of those people were in VTA schools. They were in post-graduate work in vocational education.

Nine percent of those people had gone on to college programs.

Then we had 5 percent unemployed.

Six percent we just couldn't find.

Six percent were military, housewives, a variety. That was sort of a miscellaneous category.

So we offer this as another reason for the fact that we can say that vocational education has been greatly aided, that there has been growth in this program and that it is doing the job for the students.

The proof of the pudding, finally, is in what happens to the students in a school situation. We believe that this is evidence of the fact that the students are going on in their work.

Mr. **Quie**. Let me ask you a question. What percentage of the high school students have this available to them?

Mr. **Falk**. It is very good. About 80 percent of the high schools in the State have federally-funded vocational education capstone courses. About 80 percent of the schools.

Mr. **Van Raalte**. However, as I will indicate a little later, I will mention it now, it is also true that within that 80 percent the average number of capstone courses is 3.4.

So you see there are many high schools, for instance, that would have a great number of capstone courses. So we have a long way to go in expansion of vocational education opportunities. We have gone a long way. But we haven't arrived.

Mr. **Steiger**. Bob, your figures on page 1 of the book, "Access To the Future," that has 130,563 students in vocational programs and 235,130 in vocational guidance. What percentage is that of the total secondary enrollment?

Mr. **Van Raalte**. Andy, do you have that?

Mr. **Stenklyft**. About 25 percent. That 135,000 includes 9th, 10th, 11th, and 12th graders. There is a little bit of duplication in there for a student taking a typing course and possibly an industrial education course. So there is a little duplication. But approximately 25 percent.

Mr. **Quie**. When you talk about 3.4——

Mr. **Van Raalte**. 3.4 is the average number of capstone courses within that 80 percent of the schools.

Mr. **Quie**. We talk about capstone courses. That means agriculture is one. Distributive is another.

Mr. **Falk**. It could be several courses, such as industrial T. & I.

Mr. **Quie**. 3.4 would be——

Mr. **Stenklyft**. It could be a metal course or building construction.

Mr. QUIE. What are the total number of capstone courses offered in the State?

Mr. STENKLYFT. Approximately 1,600.

Mr. VAN RAALTE. People right there in the firing line, the school administrators, have the best opportunity to appraise what is going on.

Listen to this from a man near your area, Congressman Quie, close to the Minnesota border.

> As the local program has developed now for several years and with the employment this past year of a full-time local vocational education coordinator we have had great improvement in the quality of vocational education in our school program.
>
> We also can see evidence of the impact of improved vocational programs on our young people. There has been a significant increase in the numbers of high school graduates who are bringing to employers salable skills and increased numbers moving into post-high school vocational studies in their areas of high school emphasis.

The superintendent of schools in Sheboygan says that business and industrial communities are closer to the schools and the schools play a greater and greater role in employment of the graduates; the Wisconsin State employment service and other community agencies have either established education committees or have stepped up their interest in schools as a result of the focus on vocational education.

Let me hasten on now to my second major point. The second major point that I wish to make is that further progress in education, vocational education, in secondary schools in Wisconsin will depend at least to a degree upon continuation of Federal support for vocational education.

As I mentioned before, 80 percent of our districts have VEA-funded programs. We have 346 high schools out of a total of 428 high schools in the State. But the average number of capstone courses per high school is only 3.4. I would like to make that way in excess of five, six, or eight, depending, of course, on the size of the high school. Programs should be expanded to the other 20 percent of those schools because we believe that vocational education opportunities ought to be universally available throughout the State of Wisconsin. So we have a way to go there.

I would just offer the testimony of a couple of local schoolmen in this regard. Here we have Bob Clancy from Eau Claire, a rather good-sized area in the northwestern part of the State. He says:

> Our vocational programs have continued to function very effectively in order to initiate the vocational program at North High School next fall and to establish our own work evaluation center for special education students. This is being provided through the joint efforts of the schools districts, the University of Wisconsin at Stout and the Department of Recreational Rehabilitation.
>
> The local district needs more State and Federal funds to sustain present programs and to meet future needs.

Julian Bickler who is in the Fox River Valley down through the central part of Wisconsin has this to say.

> The vocational program is fulfilling all expectations. Additional financial help from State funds as well as Federal funds would greatly encourage the establishment of needed new programs such as graphic arts, health occupations, and so forth.

I would offer the evidence of a community very near here that Representative Steiger knows very well, the community of Nina, where Dr. Donald Scott is superintendent of schools.

> We have been very impressed with the development of vocational programs. Mr. Peterson has established an outstanding relationship with both business and industry, thus expanding our school campus into the community. The needs of many students are being met under this program. We look forward to expanding it as more funds become available.

I offer this as evidence of the fact that these gentlemen are saying that they want to do more in vocational education. We need their help in getting the job done.

My final point that I wish to present to you is that we would make a couple of suggestions. I know that you are interested especially in H.R. 14454.

Chairman PERKINS. I may say that I introduced that bill. We are delighted to receive your suggestions.

Mr. VAN RAALTE. The first suggestion—I don't suppose this is concerned with this bill particularly, Mr. Perkins—I am sure you have heard this suggestion time and time and time again. We have to recognize the fact that schools do run on a fiscal year basis, on a school-year basis. It is necessary to have some leadtime to do some effective planning.

In other words, I guess what I am saying is that the same amount of Federal money properly timed would do more good than what it could do if it is poorly timed.

The suggestion I would make is that if there could be provisions in the bill that would provide more specifically for the type of career education development that we want to do in Wisconsin, we feel it would be very helpful, especially in the elementary and junior high school level because we believe that if we begin the attitude for good vocational education that provides for the person or the youngster, that that must be very early and therefore if there is a possibility of providing in the legislation the possibility of assistance in such areas as helping youngsters understand what is the world of work.

Chairman PERKINS. I just want to interrupt you because I cannot refrain from commenting right at this stage. I attended the settlement school. We always had a manual training teacher or industrial arts teacher. Industrial arts is just as important as your math or any other subject that you may study in high school. He commenced with that in the third grade. We were required to take that course 1 hour in the 3d through 10th grades.

It is amazing what developed through those years.

Mr. VAN RAALTE. So many students today, so many children, are so far removed even from what their dads do or what their mothers do, they just do not have an understanding and therefore this whole matter of career awareness becomes—by the way, not only career awareness but also career exploration because I think at the junior high school level it is very important that students have an opportunity to dabble a bit with different kinds of occupations in order that they can get their feet wet and they will be in a much better position to make some kind of intelligent choice.

So I would suggest that if this could be built into the legislation it would be excellent.

Finally, and this is in consonance with your recommendations of the National Advisory Committee on Vocational Education, there is the fact that the aspect of placement needs to be a part of the legislation. I know it is there now. I know there is some provision for guidance and counseling and this sort of thing.

There have been these recommendations by the advisory group and the State advisory groups that at the secondary school level that the placement services need to be beefed up.

I guess I have taken a long time to make three points.

First of all, the Vocational Act has done a tremendous amount of good in encouraging and building up a good strong vocational program in the high schools of the State. We have come a long way.

The second point is that there is still a long way to go before we are satisfied. This is going to require some additional funding, continuation and expansion of the funding.

Finally I made suggestions in regard to areas of placement.

I would be glad to answer questions or have my assistants here help to answer questions.

Chairman PERKINS. Go ahead.

Mr. STEIGER. Thank you very, very much. Could you, for my purposes and perhaps for the other members as well, is there a school system in Wisconsin that has a complete range of capstone courses and if so what would you have encompassed in that?

Does a school in Wisconsin have a complete range of capstone courses? If so, how many capstone courses are you talking about?

Mr. VAN RAALTE. The people that probably have the most comprehensive are the people from Oshkosh.

Mr. STEIGER. We can wait until Joe Pellegren gets out here because he is going to testify. Joe, give me an answer on that.

Mr. PELLEGREN. I will be saying a few words later. But I would like to defer that to Mr. Bach because he is the fellow who is probably more responsible than any other individual for the program that we now have.

Mr. STEIGER. This is Everett Bach, the LVEC for the schools in Oshkosh.

Mr. BACH. Very briefly I will make these comments in regard to the vocational programs in our school district. We have a complete range. We have 11 programs, different kinds of programs, in our school systems, in our two high schools. We have industrial arts departments, sales, marketing, home economics department. We are developing a health education program. We have increased the enrollment in our programs each year. The increases are due to the fact that we have gotten some help in vocational education.

Mr. STEIGER. How many capstone courses do you offer?

Mr. BACH. We have 15 different programs at the two high schools.

Mr. STEIGER. Between the two high schools.

Mr. BACH. In the two high schools, right.

Mr. QUIE. I understood a minute ago that there were 1,600 total courses. You say there are 11. Of the 1,600, how many do you have?

Mr. BACH. Of the 1,600?

Mr. Quie. That is right. Somebody said 1,600. And the average per school is 3.4.

Mr. Bach. For example, in each high school we will have a program for office occupations and a secretarial and clerical program. In each high school we will have sales and marketing programs. We will have programs in industrial drafting and applied metalworking and welding or programs in vocational agriculture. We have a food service program in each high school.

Mr. Quie. Those are capstone programs of which you have 15?

Mr. Bach. We have 15 programs.

Mr. Quie. What does this have to do with the 1,600?

Mr. Stenklyft. This is the total. If you add together 15 and 10 from neighboring schools and so on and add them together you will come up with approximately 1,600 programs in the State, that are offered. They are not different necessarily, just total.

Mr. Quie. I see. How many potentially different programs?

Mr. Pellegren. If a vocational course is a capstone course, welding, vocational welding, there may be a sequence of four, five, or six courses leading to that capstone course. Vocational welding may be the culminating course that develops salable skills within the individual. This also may be a cooperative course whereby the student will have an arranged work experience program so part of the course, the instruction, may take place out in the community.

The capstone course is only one course. But there may be a welding series and a machine series leading to it which is not considered capstone.

So the capstone course is one that would be a series of four, five, or six courses leading to it. For example, advanced machine shop may be a capstone course. But there may be a series of other machine shop courses leading to that plus a series of drafting, a series of welding, sheet metal and other things. So you are not getting a complete picture of the total program, the total range of experience of vocational education.

Mr. Van Raalte. It is the capstone courses that are supported by the VEA funding.

Mr. Steiger. You have a figure on page 1 of the booklet which says that the secondary portion for fiscal year, 40 percent for fiscal year 1973, VEA moneys, $4 million, $200,000-plus. Was that matched by $5,067,360 in State and local money?

Mr. Van Raalte. There are other expenses incurred in those other than the items which we support. So that is just support on the items which we—it is not a complete figure by any means.

Mr. Steiger. So that $5 million figure is only as it relates to the matching of the Federal dollar.

That is all I have, Mr. Chairman.

Chairman Perkins. I have one question that maybe we ought to address ourselves to in the future in the committee.

You should be able to shed some light on whether the growth is going to be in the secondary or postsecondary schools in the future from the standpoint of allocating funds in the future. That is one of the problems that we are going to have to consider.

Mr. Van Raalte. We anticipate it could be one or the other.

Chairman PERKINS. Where would you anticipate the most growth?

Mr. VAN RAALTE. I would say that the most growth is going to be in the postsecondary. But there is also going to be growth at the secondary.

Mr. QUIE. Let me try and get this perspective. You have got capstone programs that are funded at $4,246,000. You may start with $5 million, State and local money. This is State and local, isn't it?

Out of this total of secondary school vocational education you have noncapstone and you have some portions of capstone that aren't being funded by this total of $9 million. Do you have a figure of what that is?

Mr. FALK. I am not sure what a precise figure would be.

Mr. QUIE. You indicated that 26 percent of the seniors that have completed the capstone courses, that is 26 percent of all the seniors in the State——

Mr. FALK. That is 26 percent of all the seniors in the State who were enrolled in some capstone course.

Mr. QUIE. What percentage of your seniors go on to postsecondary education?

Mr. FALK. Out of our capstone courses?

Mr. QUIE. Out of the total in the State. There were figures shown on the board of students who went on to postsecondary.

Mr. FALK. The receiving institution, the postsecondary, would have that figure rather than us. The only ones we get follow-up data on are those who complete a capstone course.

Mr. QUIE. How many of the total graduates in the State go on to postsecondary education of some type?

Mr. FALK. In Wisconsin it is about 65 percent and about 17 percent of those go into our vocational program.

Mr. QUIE. You have already got 26 percent in the capstone program even though there is duplication in there. It seems like you are getting close to the potential need.

Is that right? Or that you have a long ways to go?

Mr. VAN RAALTE. I would say there is room for substantial expansion of the total capstone program because we have areas that have not been touched at this time, in the health field, for example.

We have certain areas of the State that have very good service as far as vocational education is concerned at the secondary level. I would see expansion in the capstone program at this time in Wisconsin.

Mr. QUIE. Has anyone made a study as to what goals you have 5 years from now?

Mr. FALK. We have a tentative goal anyhow to get 50 percent in the capstone course. We think that is conservative. The ultimate goal should be 60 or 70 percent. But right now we are aiming for 50 percent which means we have to double our efforts to get in different places and to expand the program where we already have something.

Mr. QUIE. Fourteen percent of your capstone students go onto vocational technical. Of the total annual vocational and technical students, what percentage are capstone students?

Mr. FALK. I don't know.

Mr. VAN RAALTE. We don't have that.

Mr. **Falk**. Congressman, do you have a copy of the booklet there? On page 15 it shows the result of followup of Wisconsin's high school graduates 4 months after graduation. Some of the figures we quoted are there. These are from the Vocational Act-funded courses. This is probably the most recent figure we have. This does not take the total.

Mr. **Steiger**. That doesn't answer Al Quie's question.

Mr. **Falk**. There may be no answer.

Mr. **Quie**. It would be interesting to see the numbers of students in vocational and technical training that were noncapstone as compared to the ones that were capstone in secondary schools. That is all.

Mr. **Steiger**. Can I make one suggestion? The poor reporter is going to have a difficult time trying to identify everybody. Please make sure that you identify yourself, would you, when you are responding?

Chairman **Perkins**. Mr. Meeds?

Mr. **Meeds**. Thank you, Mr. Chairman. First let me say I like the terminology "capstone." I think that is very good. It does presuppose something else. I would like to know a little bit about what it presupposes.

Is this a clustering identification concept? Are you working on the basis of families, occupational families? Would somebody explain what goes before capstone a little bit?

Or is a witness down the line going to do that?

Mr. **Van Raalte**. Mr. Falk is the director of our bureau.

Mr. **Meeds**. Fine.

Mr. **Falk**. A capstone course presupposes several things. One of them is that they have available sequencing courses. This is structured so as to compose an occupational group with more intensive technical training at the secondary level.

For example, secretarial and office practice, that is a cluster. In the secondary school they go on to technical specialized training. They will do that in a postsecondary institution such as a medical secretary, a legal secretary, a technical secretary, administrative secretary, court reporting.

Mr. **Meeds**. So the capstone is always put on at the secondary level.

Mr. **Falk**. Right.

Mr. **Meeds**. But in any event it probably also contains the elements which are necessary for postsecondary further capstoning.

Mr. **Falk**. Finishing up in a narrow, more technical area.

Mr. **Meeds**. But the concept is that they graduate in the senior year with a salable skill.

Mr. **Falk**. One objective is a salable skill when they leave and if they choose more intensive training then they go on to other postsecondary institutions. That 14 percent who go on, they are not going to duplicate what they have already learned. They are going to specialize and intensify their training in a 1- or 2-year program.

Mr. **Meeds**. All high schools in the State have some kind of capstone program?

Mr. **Falk**. Eighty percent do.

Mr. **Meeds**. The average is 3.4, 3.7?

Mr. **Falk**. Some of the schools are only going to have one.

Mr. **Meeds**. I think that is all, Mr. Perkins.

Chairman Perkins. I like your terminology, "capstone." I remember when we stacked the hay and capped that stack to keep the water off it. I think when a youngster has an opportunity to be in a capstone course, and maybe three or four other courses he can go out and earn a livelihood. I think that speaks well of this great State.

I certainly want to compliment you for having so many high school seniors involved in capstone courses. I just hope we can get that idea sold in other communities and States.

I certainly want to compliment you.

Mr. Quie. One thing Lloyd was leading up to. Even though a school may have only one course you have some programs where they can transfer to another school. This is the way you are expanding opportunities on a cooperative basis between the schools. So instead of having two available in their own school they will probably have 10 or 12 available to the whole student body.

Mr. Steiger. Can I ask one other question? At the secondary level how many students do you have involved in cooperative education programs?

Mr. Van Raalte. A little over 6,000.

Mr. Steiger. How many school districts have cooperative education programs available?

Mr. Falk. About 113 schools. Oshkosh has what, 10, 11, cooperatives? Oshkosh is our star example.

Mr. Steiger. You are talking about 25 percent of the 400-plus school districts that have cooperative education.

Mr. Falk. At least one.

Mr. Pellegren. In the cooperative capstone program we have nearly 250 students in our school system with 11 programs. We have also instituted another work experience program that is not funded under this program which involves a great number of students with work-related experience. We have about 350 in that program.

Mr. Quie. How does that compare to cooperative education?

Mr. Pellegren. How does it compare?

Mr. Quie. Yes.

Mr. Pellegren. The program that we have is aimed primarily toward the disenchanted student. The cooperative program is a sequential thing.

Mr .Quie. When do you start that?

Mr. Pellegren. Usually about the ninth grade. The other part of this started with around 75 students 2 years ago. They are up to 350 participating.

Mr. Falk. I would like to indicate something to give you an understanding about the cooperative arrangement among the districts. Wisconsin is almost unique in that we have the cooperative educational service agency organization. This is the entire State. All of the school districts of the State are organized into this system whereby our school districts can do together what they find it difficult to do locally.

A school district may not be able to afford its own coordinator but they have available the services of some of these people who are needed to coordinate with industry and so forth.

Mr. Meeds. Mr. Chairman, I have one final question.

What percent of the funds that Wisconsin receives from the Federal Government under the Vocational Education Act and Amendments of 1968 are utilized for administration at the State level?

Mr. **Stenklyft.** About 8 percent.

Mr. **Meeds.** Eight percent.

Mr. **Stenklyft.** That includes service activities and workshop activities and things like this for the teachers.

Mr. **Meeds.** Then you are in fact passing down 92 percent?

Mr. **Stenklyft.** That is at the secondary level.

Mr. **Meeds.** I am asking of the total funds received by the State of Wisconsin——

Mr. **Falk.** Ten percent, Congressman.

Mr. **Steiger.** Secondary and postsecondary?

Mr. **Meeds.** That is very good. We have some preliminary indications in my own State of Washington that 35 percent is used for State administrative according to the GAO.

Mr. **Steiger.** Any other questions, Mr. Chairman?

Bob, thank you very much. I hope you will tell Dr. Thompson we are sorry she could not be here. We are delighted that you could come.

Next, Mr. Chairman, if we could, we have the president of the Wisconsin Board of Vocational, Technical, and Adult Education, John Zancanaro.

STATEMENT OF JOHN ZANCANARO, PRESIDENT, WISCONSIN BOARD OF VOCATIONAL, TECHNICAL, AND ADULT EDUCATION

Mr. **Zancanaro.** Chairman Perkins, members of the committee and staff, my name is John Zancanaro and I am president of the Wisconsin Board of Vocational, Technical, and Adult Education.

On behalf of the board, the State staff, the district directors, and all the people of our great State, I welcome you again to the Moraine Park Technical Institute.

We are glad that you have taken time and effort to come to Wisconsin to give us this opportunity to tell you about our program on vocational and technical education and how we believe it can be expanded and improved to meet the needs of all of our citizens.

I have been an employee member of the Wisconsin board since 1967 and have served as its president since 1971. Nine of the twelve-member board are appointed by the Governor and confirmed by the State senate, three representing employees, three representing employers, and three representing farmers.

My background has been with the Milwaukee building trades. I have served as president of that council for many years.

I was originally appointed to the Wisconsin Board of Vocational, Technical, and Adult Education by a Republican Governor, Warren P. Knowles, for a 6-year term and reappointed for a second 6-year term by a Democratic Governor, Patrick J. Lucey. I believe that in itself points out the nonpartisan membership of our board, dedication to improvement of this important segment of our educational system, vocational and technoical education. It is the only criterion for membership on the board.

You will see and hear about many fine programs made possible in part through Federal aid through enactment of the vocational education legislation.

These programs cover the entire range of vocational services for all people. They serve the unemployed youth in the core area of Milwaukee and adult farmers in northern Wisconsin and the unemployed and underemployed.

We are grateful for your past actions on behalf of vocational education. I am sure you will find your visit in Wisconsin beneficial. I wish you well in this important endeavor.

Thank you very much, Mr. Chairman.

Mr. STEIGER. Any questions? John, stay right there. We won't let you off that easy.

The gentleman from Minnesota?

Mr. QUIE. I would like to ask a question. About your building trades council, we just head from Oshkosh. Not only cooperative education but other programs for the kids who are possibly going to drop out, and therefore the work experience program, would the building and trades council work with the schools on that? What would your reaction be to that? You were talking about people who primarily work—I don't imagine they would be joining a union. Has the building and trades council worked with the schools on that concept, which is a great concept? You know that vocational education is a teaching tool with some other courses that they wouldn't otherwise get.

Mr. ZANCANARO. We work with them 100 percent. They furnish the economic instructors to our apprenticeship trades. Generally speaking, our apprenticeships or our indentured boys go to school or a kind of vocational school. They spend all day there. It varies with each city. I think it is 1 day a week, 8 hours a day.

During that time the employer does see to it that the boy is paid the same as if he were working on the job.

But the school districts that are populated do serve us with instructors. We also have in our State what they call journeyman instructors. I don't know if that is the correct name or not. They go from one school to another in an area to pick up those apprentices that are few in number because of the population area and so forth.

But I must say it is very unique. We have a good rapport with the vocational school system and the building trades.

Mr. QUIE. You are talking here of postsecondary schools, vocational and technical schools, I believe? I was referring to the high school level.

Mr. ZANCANARO. We do go to high schools on career days and give them the benefit of what a trade is all about. It is informational. In a sense it is recruitment, although there is no need to recruit because of a limited employment situation. But nevertheless we do give the benefit to any of the students who may want to avail themselves of information on building trades. We do that. I have done that.

Mr. QUIE. I was thinking of the work experience program where they go out and see what it is out there and come back with a renewed interest in school.

Mr. **Steiger**. If the gentleman will yield, what is that employment situation you mentioned?

Mr. **Zancanaro**. We are loaded with recruits and candidates that have passed the vocational IQ test, et cetera. You are limited. Right now I think carpenters is a 2-year waiting list. How much more discouragement can you give or demoralize a boy that passed his test?

The program in Wisconsin is primarily a voluntary program on the part of the employers. So consequently probably only 50 percent of our employers partake in this apprenticeship program. The unions don't force it on the employers. So if all the employers would subscribe to apprentices, wonderful. But you know they don't. So we are limited in recruitment. So there is no sense in yelling, "come on in" when you can't. But the minority program we do. We see that we get a bus on designated days and take them to a construction job site and make them aware of all the intricacies of the trade and so forth.

Mr. **Steiger**. How long has the apprenticeship program been in operation for minorities?

Mr. **Zancanaro**. Since 1968. That is when it was first funded by the Department of Labor. Wait a minute. I am wrong about that. It is later than that. But I can't remember exactly, Bill.

Mr. **Steiger**. Can you tell us about it in terms of what you are trying to do to that program?

Mr. **Zancanaro**. The initial program was funded through the Department of Labor. We employed a black carpenter that went through the apprenticeship in 1960 as our director in chief. Here again, the vocational schools are involved to a degree. The people that have an interest that coming in, they explain about carpentry or plumbing or electrician or whatever it might be and give a general picture of what they ought to expect in the building trades.

This black director meets with the blacks and the Latins and gives them the down-to-earth stuff. If they are still with the program and they still have the desire, the determination, then they give them more information in learning about the building trades. Then they take them to the vocational school for the test that is required. These people are led by the black director. You might say they are taken by the hand to see that they don't miss any doors, that he follows through entirely.

He is taken to the apprenticeship committee, the management-labor committee. They will review and question him as a test and then from there on the boy is put on the list if there is a request by an employer for an apprentice. That is fundamentally what goes on.

I think our program is nothing to be ashamed of. I think we have done a good job over the years and are still doing it.

Mr. **Steiger**. Thank you. Any other questions?

Mr. **Meeds**. One question. Because your group has responsibility, as I understand it, for postsecondary vocational and technical career occupational education and the department of education in the State has the obligation for the oversight of elementary and secondary, what is the linkage? How do you coordinate your activities with the department of education?

Mr. **Zancanaro**. Probably I would have Gene Lehrmann, our State director, answer that better than I could.

Mr. LEHRMANN. First of all, the State superintendent, Barbara Thompson, sits on the State vocational board, for determination of policy matters relating to the total vocational education program in the State.

So as the State board determines its policy for the administration of the program at both the secondary and the postsecondary level.

Second, we have joint administrative committees to review all of the activities carried on at the secondary and postsecondary level so that we do have an articulation between the two systems.

The State plan is another example of an operation that is prepared jointly by the input from the secondary system and the postsecondary system.

In the final analysis the State board of which Mr. Zancanaro is president is responsible for the carrying out of that State plan.

This is why this whole matter is interrelated.

I might add one other thing at this point, Congressman. This is also true of the university system in Wisconsin, which is a single system. This is also related because Superintendent Thompson sits on the university board of regents as well as on the State vocational board and we have three members sitting on the State vocational board and the same three members sit on the university board of regents.

So we do have an interrelationship between all of the educational systems in the State of Wisconsin, in fact a direct interrelationship. Nothing happens, really, without the other two systems knowing what is going on because you have direct board participation. I think that is one of the things referred to by Mr. Van Raaite that we do have a good interrelationship in Wisconsin as far as our total educational system is concerned.

Mr. MEEDS. I don't want to open any wounds if none exist. But in my own State and a number of other States that I have been in for vocational hearings underneath the surface there is a confrontation between elementary, secondary vocational education and postsecondary vocational education.

Are we in one of those enlightened places where that doesn't exist?

Mr. LEHRMANN. I think you heard the testimony, Congressman, of Mr. Van Raalte, in terms of the secondary program. The State board supports the secondary program all the way along. I have not seen any evidence that the secondary program is not supportive of what the postsecondary program is doing in Wisconsin.

A technical assistance team from the U.S. Office of Education just issued their report on May 24 after their visit to Wisconsin and found no indication of any confrontation. In fact they indicated in there that they found good support by both the secondary people and the postsecondary people for the total vocational education program in the State of Wisconsin.

I would say that the State board and Mr. Zancanaro is on record and publicly supports the secondary and postsecondary program in our State.

Mr. MEEDS. How is the money divided up in the State? How do you cut the pie?

Mr. Lehrmann. I get that question—it exists throughout the country all the way from the minimum 15 percent at the postsecondary level to one State that provides about 85 percent of the funds to postsecondary education in the State.

In Wisconsin I believe in about 1963 we decided that we would go with the percentages that were established in the way the funds were allocated through the States. On that basis we make a tabulation each year to see how much money is made available for each of these services. We calculate that 60 percent of the money in Wisconsin at this time is for postsecondary education and 40 percent for secondary education.

Mr. Meeds. Do you count adults in a full-time equivalency basis?

Mr. Lehrmann. We have a formula for reducing everything at the postsecondary level to full-time equivalence.

Mr. Meeds. I think we ought to put you people in a little black box and bring you back to Washington, D.C., and see if we can export this accommodation to other States.

Mr. Steiger. As Lloyd Meeds knows, Wisconsin and one other State are unique in the establishment of a system for a separate board of vocational, technical, and adult education.

Mr. Zancanaro. Chairman Perkins alluded earlier about these early child schooldays where they gave more instruction in the field of industrial trades. I think there has been more encouragement in the public school system to do this.

I suppose there is a limit to how much they can do and spend in the school system. But I think there is a lack of good vocational guidance people in public schools in career job opportunities.

I really don't think they go back early enough. The teacher and the guidance counselor say "go to college." Well, big deal. They are going to find out that three out of four jobs are in our field and one in theirs.

Mr. Steiger. Thank you, John.

Gene Lehrmann, the State Director for Wisconsin VTAE.

STATEMENT OF EUGENE LEHRMANN, STATE DIRECTOR, WISCONSIN BOARD OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION

Mr. Lehrmann. Honorable Mr. Chairman and members of the committee, I endorse Mr. Zancanaro's welcome to you to our great State. We hope, Congressman Perkins, we were able to show you some more alfalfa fields and some cornfields because we do indeed have a large component of dairy farming in the State of Wisconsin. I am sorry last night on our trip up that it was dark and we weren't able to see some of those alfalfa fields.

Mr. Zancanaro was speaking to you, gentlemen, as both a member of the State board of vocational, technical, and adult education and as a member of the University of Wisconsin Board of Regents when he made his last statement so if it is quoted publicly he has to defend it when meeting with the board of regents.

Chairman Perkins. I just want to interrupt you to state that since you happened to be our driver last evening I cannot refrain from stating that Congressman Meeds and I are both farmers but since 1962 we were never able to grow any alfalfa either in central or eastern Kentucky.

I am interested in seeing this great area where you have so much agriculture.

I look forward to visiting again with Congressman Steiger to see the results obtained from your great occupational courses.

Mr. **Lehrmann**. Very good. This morning I would like to limit my comments because I know that you want to move on and hear from other people in business, industry, and agriculture who are lay people with interest in vocational education because I assume that you are interested in finding out the results of our activities here in the State of Wisconsin.

What has existing Federal legislation done for vocational education in Wisconsin? I will talk a little bit about that.

Then I will address myself to the way in which we feel Federal vocational legislation can be modified to improve services.

Mr. Chairman, we are proud of our Wisconsin vocational system. As you are well aware, the administrative structure for vocational education varies from State to State. I would like to point out that I endorse that kind of approach. Even though we are telling you here this morning what we are doing cooperatively here in Wisconsin in our structure, it may not be an appropriate structure for Washington or Kentucky or some other State. We are not seeking to impose that.

However, it is our personal feeling that we want to retain this uniqueness.

The postsecondary and adult programs are administered at the State level through my office and the secondary programs are administered through the office of the superintendent of public instruction.

Both postsecondary and adult programs are administered through 16 districts. These district boards have the authority to levy a property tax for the partial financial support of their own programs.

My comments will relate to the total vocational education program in the State. You have already discussed the secondary program at length with the testimony given by Mr. Van Raalte.

Let me first attempt to present you with a descriptive overview of the vocational, technical, and adult education system in this State to demonstrate what the Federal vocational dollar has helped to accomplish.

Our citizens have long demonstrated a firm commitment to education. Last year 62 cents of every State general revenue tax dollar was devoted to education.

Our State was seventh nationally in the ratio of state/local vocational education expenditures to Federal expenditures for vocational education. This tax effort significantly exceeds the national norm. Our per-pupil expenditure ranks 14th in the Nation but our per capita income is 23d.

During the last fiscal year, as indicated here on the chart behind me, 302,000 people received vocational education services through our post-high-school system. This means 1 person in every 14 in the State of Wisconsin. There were 62,000 enrolled in 800 full-time postsecondary programs encompassing 253 different occupational areas.

We are talking about 253 different choices that individuals can make in the State of Wisconsin, all the way from shoe repair at the Milwaukee area technical college to data processing, to welding, to auto body repair programs throughout the State.

The components of all these offerings are made up of 44,000 different courses, 14,000 of which are designed for adult programs.

Our philosophy of bringing services to the people is demonstrated by the existence of 39 vocational-technical institutes and schools in our State and over 300 adult vocational centers and 346 secondary schools offering vocational programs. This pretty well covers the State of Wisconsin.

Our population base in the northern part of the State is small. But we do have a delivery system that takes these programs to the northern part of the State as well.

Without Federal support many of these people would not be served. The number of disadvantaged and handicapped persons enrolled has increased from 2,000 in 1968 to over 23,000 in 1973. Congressman, we intend to continue to support that activity and that endeavor here in the State. It is the Federal vocational dollar that has enabled us to extend our services to meet the unique needs of all these individuals.

Yet I find that numbers fail to express the true impact of vocational education upon the individual. How can a number express the satisfaction of a native American in northern Wisconsin who as a part of the vocational program was able to construct his own housing on his own reservation?

Or with the aid of labor organizations in developing skills that will lead him into an apprenticeship program and eventually will become a journeyman carpenter, electrician or plumber, whatever the case may be.

With the cooperation of business and industry our Indian reservation in the northern part of our State, one of our district directors may tell us more about that program.

In what way can a number express the potential productivity to society of a former inmate who now has the opportunity to continue, uninterrupted, his vocational training begun in prison? Numbers help. But they certainly don't tell the whole story.

Mr. Chairman, I earlier referenced the significant State and local tax effort made by Wisconsin citizens in support of education. I would like to comment on the necessity of the Federal tax dollars.

Let me briefly highlight the extent of the Federal vocational dollars' participation. Last year, as you note on the chart, Federal vocational education moneys accounted for 12.1 percent of all expenditures for vocational education in Wisconsin.

It amounted to 8 percent of the postsecondary and adult expenditures. While the demand for vocational education is increasing in Wisconsin, the State and local tax effort also has increased.

Let me just state here that in our biannual budget, which Congressman Steiger is fully familiar with, having served in our State assembly, we indicate that we will have perhaps a 5- or 6-percent increase in enrollment in both years of the biennium in the postsecondary education program.

Along with the increase in inflationary costs and the like there will perhaps be an increase of about 20 percent in costs for career and vocational activities here in the State.

Without stronger Federal support it is going to be difficult for us to continue to meet the demands and needs of the people of our State for vocational education funds.

Now I would like to comment on some of the basic issues which are crucial to the improvement of vocational education in this country and in this State as I see it.

Recent events have indicated certain tendencies which we feel are not necessarily in the best interest of a sound delivery system for vocational education.

First of all let me talk about the bureau of occuptional and adult education. At the Federal level a massive stream of rhetoric has been emanating from the Department of Health, Education, and Welfare about the importance of vocational, technical, and adult education. There are many people in that agency who have dedicated their lives in service to that belief.

We had some of these people in our State for 1 week to serve on a technical assistance team. I wrote to each of our Congressmen from Wisconsin, commending them for the service rendered from the U.S. office and from the regional office to our State.

However the facts show us that the staffing of the bureau of occupational and adult education has systematically been reduced in recent years. Congressman Steiger is well aware of this fact. You people have been strong supporters of making certain that this does not happen.

However we find that it is not moving ahead in a manner that we consider satisfactory so far as vocational and technical education is concerned.

Within the last year vacancies have occurred in strategic administrative positions within the bureau. But, Mr. Chairman, no appointments have been made to fill these vacancies. We are concerned about that as vocational educators.

How can that bureau provide national leadership without proper staffing?

We in Wisconsin believe that national leadership must emanate from the U.S. Office of Education. Indeed, the record shows it has been Congress and not the Office of Education that has been the impetus to insure the appropriate level and scope of staffing for vocational education at the Federal level.

As far as regionalization is concerned, the concept of regionalization has been advocated on the premise that it would improve the leadership and responsiveness of vocational education at the Federal level.

We are in region V. We feel our regional office and its staff are outstanding, dedicated people. They have worked with us in Wisconsin in solving a great many problems through their participation and effort in the technical assistance review.

However, how does regionalization assist them if they are not allowed direct input into their appropriate counterparts at the Washington level?

Regionalization has, in our experience, lengthened rather than shortened the lines of communication between the States and the ultimate decisionmakers at the Federal level.

Vocational education is a national concern. Regionalization cannot solve national problems which means that the ultimate decisionmaking authority must be retained in Washington. Regionalization, decentralization, call it what you will, simply introduces a fourth level of bureaucracy—now, the National Advisory Council on Vocational Education and State Advisory Councils on Vocational Education.

Based upon the experience of the last 5 years we feel the creation of these councils has greatly improved vocational education throughout the country.

Congressman Steiger again will recognize that when these advisory councils came into being we in Wisconsin said, "Why, that is something that we are already doing because we have a separate board of vocational education to take care of this matter."

The previous State director, I am sure, had more than one lengthy phone call with the Congressman. But Congressman Steiger stood firm.

Mr. STEIGER. That is an understatement.

Mr. Lehrmann. I am pleased to say here that this has been a tremendous contribution to vocational education in the State of Wisconsin. I don't say that because a representative of our advisory council is here. But I say it in all sincerity.

The advisory and evaluation functions of these councils has provided us with a feedback from the people we serve which has resulted in many positive recommendations and program adjustments.

Some things have happened as a result of the advice given us by the advisory council which the State board could not have done without their support and without their original input.

We feel strongly the current description of the advisory role of the National Advisory Council on Vocational Education and the State Advisory Council on Vocational Education is appropriate and any change at this point which would encumber them with administrative duties would be disfunctional.

OCCUPATIONAL-VOCATIONAL EDUCATION

While I am on the topic of the delivery system I must comment on a related law that directly affects vocational education. That is that portion of the 1972 education amendments which relate to occupational education.

If we are concerned with efficient administration and eliminating duplication we must address ourselves to finding some answers to some critical questions which neither I nor my colleagues can answer.

For example, what is the difference between occupational education as defined in the Education Amendments of 1972 and vocational education as defined in the Vocational Education Act? Does vocational education serve a different target group? If so what is that target group? Does occupational education provide a different type of training? If so, how does that training differ from vocational education?

If on the other hand occupational education and vocational education are in fact synonymous, as they seem to be based upon congressional testimony, Mr. Perkins, why are they then administered through two different mechanisms?

How are national priorities to be met? In fact how are we to know they have been met when we set up duplicate delivery system for providing the same services?

A single State agency responsible for—and I guess I have a bias here and I guess Mr. Zancanaro expressed that bias on his part—the administration of vocational-occupational education does provide Congress with an identifiable mechanism for accountability. Any attempt to diffuse this responsibility through other methods such as a 1202 Commission will result in the loss of an accountability mechanism for both vocational education and Congress.

SPECIAL EDUCATION REVENUE SHARING AND CATEGORICAL FUNDING

I have noted with extreme interest the recent trends toward revenue sharing and away from categorical funding. I use the term "extreme interest" for two reasons: (1) It has generated considerable controversy in our State; (2) vocational education programs have invariably been recommended for assimilation into that trend.

Mr. Chairman, I do not presume to have the key to this very controversial dilemma. I would, however, like to offer some of my thoughts on the matter.

As I understand it, revenue sharing has been proposed primarily on the basis that it will eliminate duplicate Federal programs and enhance program responsiveness to the needs of the people. Both of these goals are laudable.

The question is, does revenue sharing really attain them in and of itself? I think not; rather it will be the manner in which revenue sharing functions that will determine if these goals are to be achieved.

A few minutes ago I cited what is undoubtedly just one critical example of duplication between vocational education and occupational education. This duplication can be eliminated by means other than revenue sharing. It seems to me that if revenue sharing means grouping like services to meet like needs with a minimum amount of restrictions as to how these needs are to be met it will prove beneficial.

In the case of vocational-occupational education I believe Congress has defined a program of national concern that meets these criteria.

The merger of occupational education provisions of the Education Amendments in 1972 and vocational education with their combined authorizations into a single cohesive vocational-occupational revenue sharing package administered by a single State agency will greatly enhance our ability to provide millions of our citizens with the skills necessary to earn a living in the vocation of their choice.

On the other hand, if revenue sharing means throwing vocational education into a pedagogical potpourri which fails to distinguish between liberal or general education and vocational education it will undoubtedly fail and it will fail miserably. It will aggravate the mistakes of the fifties and midsixties which gave students only two options, preparation for a 4-year liberal arts degree or preparation for nothing.

Mr. Chairman, the need for a quality labor force in this country is a national concern. It is essential to the economy and the self worth of the individual. Only Congress can assure that it remains a national priority and that neither the type of services nor the nature of the delivery system deteriorate into a diffused legislative-bureaucratic morass. A morass which will obscure the accountability for what services are offered, how they are offered and who must offer them.

Revenue sharing or consolidation can prove beneficial. Congressman Steiger knows that. He called me early in last year's work on the appropriation bill and asked me about the possibility of consolidation of certain parts of the Vocational Education Act. He will attest to the fact that I indicated that there was a possibility in this and that I suggested early in the stage that that would certainly be acceptable to me as a vocational educator and to our State board.

Please do not consolidate in a manner that will diffuse that focus.

Many of our youth who leave the educational system early are hard pressed to obtain the opportunity to acquire needed skills. In all likelihood this phenomenon will not change.

Therefore the educational system must challenge and to do so will require a significant financial investment.

We in Wisconsin demonstrated our willingness to make that kind of financial investment. We will need assistance from the Federal Government, though, if we are going to continue and expand to meet the needs of young people and adults who are caught up by technological change and many other factors which are beyond their control.

Thank you very much for the opportunity of appearing before you today to express my feelings that relate to the Vocational Education Act.

I would be most happy to try and answer some questions, Mr. Chairman.

Mr. STEIGER. Thank you, Gene, very much.

Mr. Chairman, do you want to start?

Chairman PERKINS. I want to say that to have a vocation department here in this great State is very helpful and I want to thank you for being so frank. I think you have been very helpful to the committee and to take the time to discuss them, such as the proposed revenue-sharing aspects and consolidation and everything else.

You hit the nail right on the head as far as I am concerned. I think you have been very helpful.

Mr. STEIGER. The gentleman from Minnesota, Mr. Quie?

Mr. QUIE. I have a few questions. First, I want to indicate an appreciation for your statement, especially on regionalization. I said a long time ago that we would abolish every regional office if I had my way. I agree with you. It is another level of government that is answerable to no one. At least they can get rid of you if they don't like you. But it is impossible to get rid of those individuals down there, as much as you indicate you like them in region V.

Mr. LEHRMANN. They are helpful. I say that in all sincerity.

Mr. QUIE. They would be more helpful if they were either here in Wisconsin or back there in Washington.

Mr. LEHRMANN. I would endorse that.

Mr. QUIE. Before we get to your comments about occupational training, how is this matching up now with other programs? We have got another program now of occupational training for individuals in this country which I strongly support—the Comprehensive Employment and Training Act. I like the concept of having education training available for persons no matter what age they are.

But how about the matching of those two? There is a 5 percent set-aside for vocational education in CETA under the direction of the Governor. I would like to know how that works in Wisconsin and see how it relates to your total effort of training.

Mr. LEHRMANN. My first observation, of course, is that it is very new. We have done our best. We had a fine institutional program in this State. There is apprehension on a change as broad as the CETA program. However our initial impact in Wisconsin is such that I believe ~~it is~~ very favorable and we can mesh these two things together very effectively.

We do have, for example, the State Manpower Council. So we have two councils to deal with the policy matters relating to the overall activities in the State.

Vocational educators serve on all these advisory committees. I am on, for example, the State Manpower Council and the Manpower Services Council. I am on the executive committee of that council. So vocational education does have input.

The 5 percent is all allocated for vocational education services to the people of the State of Wisconsin. All of that 5 percent, Congressman, goes for service programs before any administrative costs we have at the State level.

We have area manpower councils on which our vocational educators sit and put in their requests for institutional-type manpower programs.

I think it can be an effective program and a valuable adjunct to our total vocational education offering in the State.

I would hope some of my fears, for example, about the effort we put in Milwaukee in the development of a skills center will not come true, that we will continue a strong skills center program in Milwaukee and I think we will. But it is going to take effort on our part, to convince local people that this is a necessary ingredient of this total program.

You know, we feel very strongly about putting this person on the job and keeping that person there rather than jumping from one job to another.

Mr. QUIE. So it isn't certain it is going to happen in Milwaukee?

Mr. LEHRMANN. Right now it is fairly certain for this year. I am talking about the fairly long-term future.

Mr. QUIE. To what extent has the Milwaukee situation been duplicated in other parts of Wisconsin?

Mr. LEHRMANN. That is pretty generally replicated throughout our 16 districts in the State, Congressman Quie.

We are talking about something in Milwaukee designed specifically to do this. In other districts we have to have it as an adjunct.

Mr. QUIE. I know you looked askance at the 1202 Commission in your testimony. But the 1202 Commission was developed by Federal legislation to force the various groups in postsecondary education to sit down together and plan for the future.

In some States junior colleges have been by themselves. Vocational and technical educators have been all by themselves. State colleges have been by themselves.

So I would expect that what we want to happen in some other States you have been doing all the time in Wisconsin.

Mr. Lehrmann. Yes. And my concern, Congressman, is that you are forcing everyone into a single mold.

Mr. Quie. I don't think it is a single mold in forcing people to talk to each other. One of the real problems is when they refuse to talk to each other. That has existed in some States. Junior college people, vocational education people, wouldn't talk to each other.

Mr. Lehrmann. No question. But a 1202 Commission can only be as effective, in my opinion, Congressman, as the authority you give it. You start out with a planning agent. But my next question is, can a planning agent be effective if you don't give it some muscle? The next thing is administrative authority.

Let me explain that we in Wisconsin had a coordinating council. The coordinating council was planning with no muscle. The final result was that a legislator decided it was better to consolidate the university system into one university system, to have the State board be responsible for vocational education, sitting jointly on these boards rather than to have a weak coordinating council without authority sitting on the sidelines, trying to administer or carry out.

What I am saying is that it's a mold all the States in the Nation might be forced into.

Mr. Quie. The cordinating council, did they not have administrative responsibility for academic facilities?

Mr. Lehrmann. No.

Mr. Quie. They did not?

Mr. Lehrmann. No, that was assigned to the higher education aids board. The coordinating council was responsible for coordinating the activities.

Mr. Quie. You called it a coordinating council. I was confused by the terminology.

Mr. Lehrmann. In our discussion terminology between States causes some concern. Vocational education has gotten people confused through the years. In fact, if one has a good Lutheran background you know it is a call rather than an occupation. So a lot of people have been confused.

Mr. Quie. In the 1968 amendments we tried to define what we were saying by having vocational education give assistance to postsecondary education.

On consolidation you indicate that as long as you consolidate within what you call vocational occupational education that that would be acceptable to you or advisable.

Have you looked at that and seen what programs are now treated categorically within vocational education and see which ones you would like to mesh together for more flexible administration on your part?

Mr. Lehrmann. Yes, I think we have looked at that. We will offer, I am sure, several recommendations to the committee. Program on curriculum could be consolidated, for example. Congressman Steiger and I have talked about the balance of it. Occupational education, part B. I would include title 10, part B of title 10, to that occupational education category, the disadvantaged, part E, residential vocational schools, part F, consumer homemaking and these could be consolidated and I think we could come up with effective programing.

I want to emphasize that in set-aside money, Congressman, that I strongly encourage set-aside money for disadvantaged and handicapped programs. I think the 15 percent set-aside is reasonable.

Mr. QUIE. You realize that is a minimum. If they were to go over that we would have no objection. Just like the minimum we set up for postsecondary education.

Mr. LEHRMANN. Absolutely. We realize that is a minimum. But we believe there ought to be a floor. Let me give you an example of what we are doing with minimums. When we started with some of these programs we started with small numbers. As far as the program for correctional institutions, Dr. Sorenson will probably explain that in more detail. That program originally was scheduled for around $100,000. The requests for programs now in our correctional institutions throughout the state this year under the disadvantaged and handicapped program was $700,000. If you take the set-aside for post-high school program was $900,000, to give you some indication of what is happening in terms of programs for the disadvantaged and handicapped, no, we can't meet all those requirements.

But we are raising more disadvantaged and handicapped money in Wisconsin to try and provide those services.

Mr. QUIE. You indicate that we shouldn't consolidate so we wouldn't confuse occupational and vocational education. I agree with you. I don't see that time in the future when we can drop the category of vocational and occupational education. Do you see a time when we could?

Mr. LEHRMANN. No. I don't not at least in the foreseeable future. I guess I would have to say I don't see it, Congressman.

Mr. QUIE. What is wrong with the education system that they need people outside of education to tell them they have to categorize?

Mr. LEHRMANN. I guess it is an attitude. Let me say that I don't necessarily blame the educational institutions entirely.

About guidance and counseling, I will just give you one point where our guidance and counseling was judged to be effective in a school in our State in an industrial community. They were judged in terms of how many people were set into collegiate education. That is all the school board asked.

I sat on a committee to revise the program of that community so that it would be oriented to the needs of the people.

The people who express themselves say we need more collegiate education, more advanced chemistry, more advanced science, more advanced English. Very few people express an interest in vocational education. Why? People, the citizens aren't that articulate. The power structure was expressing what they felt were the needs of the children. The other citizens could not make that expression.

I believe that the educators in that community, the general educators in particular in that community, were trying to respond to what they thought was the feeling of their community for education.

When I looked at the board of education and the people who were representing the people in that community, they certainly were responding to what they thought citizens expressed as their particular need. I think that is changing.

As that changes I think education will respond. Dr. Thompson is an example. Our superintendent of schools before her expressed this. You will hear Joe Peeligren express it, I am sure. These are the kinds of leaders that are emerging now along with a board that addresses itself strictly in Wisconsin to the needs of vocational education, not only at the State level but in all 16 districts throughout the State of Wisconsin, made up of representatives of business and industry and labor and farmers, expressing the needs that they see for vocational education in the community.

I think this will bring about a trend as far as what education will be doing and the service that they will be providing.

As far as the question you asked about the future, I think we are going to see more demands for it in secondary education in Wisconsin. But we are going to have a tremendous upturn in the number of adults that will have to be served.

I think the citizens of this country will recognize that as technology advances we are going to have to train and retrain people. So it is a long answer, Congressman Quie.

I believe it is the general attitude of educators that we have to change.

Mr. QUIE. In other words the John Zancanaros of the past are not the John Zancanaros of today.

Mr. LEHRMANN. I think you hit the nail on the head. They supported education all the way through in Wisconsin. They weren't as articulate as they are now.

You are going to meet a representative of labor somewhere along the line. These people are speaking up in the legislature. They are talking for their children.

I have heard these people say, along with John Zancanaro, "these are our schools for our children." We will have an educational system that will be responsive.

Mr. QUIE. That is all the questions I have.

Mr. STEIGER. Mr. Meeds?

Mr. MEEDS. Thank you, Mr. Chairman.

Mr. Lehrmann, could you tell me—and if you don't have this information you could furnish it for the record—what percentage of the total student population of the State of Wisconsin lives in your vocational, technical, and adult education districts, Milwaukee, Waukashaw, and Madison?

Mr. LEHRMANN. Fifty percent is an offhand answer. Dr. Ramsey represents about 30 percent in the Milwaukee district. I would say 50 percent.

Mr. MEEDS. Fifty percent?

Mr. LEHRMANN. Right.

Mr. MEEDS. Do you have any breakdown on the percentage of total vocational education funds that are going into those three areas?

Mr. LEHRMANN. Not offhand. But I could give it to you. I know the Federal funds follow pretty closely the percentage of population. I think Milwaukee follows pretty closely in terms of the population.

Mr. RAMSEY. Yes. We are concerned that funds have not been increased so that we may not be able to do the job we have done in past years.

Mr. MEEDS. Let us just take Milwaukee County. Are you going to testify to that? Maybe we can save the questions until later. But what I am concerned about is that funds, particularly the Federal funds, are distributed as we intended in the Vocational Act Amendments of 1968 on the basis of population and need.

For instance, if Milwaukee County—it is Milwaukee County, isn't it?

Mr. RAMSEY. It is parts of four counties.

Mr. MEEDS. The greater Milwaukee area has 30 percent of the students and it is getting approximately 30 percent of the Federal vocational dollars. Is that a safe assumption?

Mr. LEHRMANN. It is fairly close.

Mr. MEEDS. How close is fairly close, if you know?

Mr. RAMSEY. It was several years ago. But it has diminished since because the moneys have not increased from the Federal Government. So we have had to take over a greater proportion of the local share.

Mr. MEEDS. We are dealing in percentages now, Dr. Ramsey. That should be a constant. I am talking about percentages of funds.

Mr. RAMSEY. Because the money is not increasing our percentage has gone down because the development of the other districts, the other area districts, in their development, they were not as sophisticated in their development in an earlier period. Because of this sophistication, the needs that they have had, they have utilized money they didn't need before. Therefore, needs for Indians and persons in the prisons which are located elsewhere than in our district and, therefore, the moneys have gone down as far as our district, so we have had to rely on more local funding in order to make up for this.

Mr. LEHRMANN. We can get those figures for you.

Mr. MEEDS. Would you tell me what percent of Federal vocational education dollars are going into the greater Milwaukee metropolitan area?

Mr. RAMSEY. I do have that in my report as far as a breakdown of all the moneys we have here. I will be referring to them. Gene, I think I show here about $1,700,000.

Mr. LEHRMANN. You see, he is talking now about postsecondary money.

Mr. MEEDS. Just postsecondary?

Mr. LEHRMANN. $1,700,000 out of $6 million some.

Mr. MEEDS. OK.

Mr. QUIE. So he has got a steady percent.

Mr. LEHRMANN. We have the criteria, which is the percentage of unemployed along with their income, the population served.

I can say to you that the trends after the 1968 amendments adjusted the distribution of funds in Wisconsin considerably. Milwaukee at that time picked up a substantial amount of money as a result of the fact that we followed the criteria that you set up for us to follow.

We would be very happy to supply you with the information as to how we evaluate each one of these proposals. We do this by what we call a project method.

For example, Milwaukee has a program with the Commandos. These are black representatives from the black community who follow up on all people who are discharged and arrange for these people to go into school. We evaluate this project in terms of the needs of Milwaukee and the rest of the State on these criteria. These are worth money on that basis, I might add.

As far as Federal dollars, most of the projects are 45 percent Federal money and 55 percent State-funded. So when Dr. Ramsey or one of these other gentlemen from the district tells you about a Federal proposal, having more than a 50 percent input from their own district dollars, only 102B funds are distributed on a 100-percent basis. So we are tackling it from that vantage point.

Mr. MEEDS. If you could furnish for the record, one, evidence that you are following the guidelines and, two, evidence that it is having the required effect with regard to the distribution of funding, I would very much appreciate that.

Mr. LEHRMANN. We certainly will do that because we are very conscious of what you set up in the law and what was intended.

[Information referred to follows:]

STATE OF WISCONSIN,
BOARD OF VOCATIONAL, TECHNICAL & ADULT EDUCATION,
Madison, Wis., September 13, 1974.

Hon. WILLIAM A. STEIGER,
U.S. House of Representatives, 1025 Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN STEIGER: During the course of the oversight hearings, questions were raised, especially by Congressman Meeds, and additional information requested on what we in Wisconsin are doing in three areas: one was the manner in which the vocational education monies are distributed between the secondary and postsecondary-adult age groups. The second was the distribution of postsecondary and adult vocational education funds between urban and rural areas of Wisconsin, and thirdly, description of the types of programs and services we have been offering for the Native Americans.

Attached are five copies of materials responding to these questions. We would appreciate your forwarding the materials to Chairman Perkins and interested members of the Committee.

We hope the information will be of use to the Committee and we will be happy to answer any questions they have.

Sincerely,

EUGENE LEHRMANN,
State Director.

SERVICES TO INDIANS BY WISCONSIN VOCATIONAL, TECHNICAL AND ADULT EDUCATION DISTRICTS

For many years Native Americans have been attending Wisconsin Schools of Vocational, Technical and Adult Education. However, in the past few years the numbers have doubled and tripled.

We believe that several factors are responsible for this:

1. Increased awareness of programs
2. Vastly improved student financial aid programs
3. Diversity of program offerings
4. Increased interest in education by Native Americans
5. Improved ability of Native Americans to articulate needs and form pressure groups to force institutions to respond to those needs.

It is perhaps this last factor which is most important. We are finding that those programs that have been developed to respond to needs identified by Native Americans have been most successful.

An example of this is the carpentry project at Big Sand Lake. This project is explained in detail on pages 1 and 2 of the attachment. There are many similar projects in operation in Wisconsin.

A report which we wrote titled "Project Native American Resources" illustrates the depth of vocational-technical training in Wisconsin. There were 731 Indians receiving training in fiscal 1973. The number of apprenticeships has grown from 6 in 1969 to 66 in 1972, to 123 in 1973.

We have added several Native American Counselors and instructional staff at the district level. At the State Board level we are committed to hire a Native American Educational Consultant in fiscal 1975.

The Wisconsin Board of Vocational, Technical and Adult Education has also appointed a State Indian Education Advisory Council to advise it in all matters pertaining to Indian Education.

Native Americans have been attending Wisconsin Schools of Vocational, Technical and Adult Education for many years. However, in the past few years the enrollments have been increasing dramatically. This is due to the increased popularity of vocational-technical education, to improved student financial aids and an increase and improvement in program offerings. However the most significant factors are the increased awareness and support for vocational-technical education by the native American. This can be attributed directly toward better meeting the needs of the many diverse tribal groups by providing programs that meet the needs as they are identified and expressed by the native American.

An example of one such project would be the vocational training in home improvement occupations at Big Sand Lake. This project began in January of 1972. The project was intended to provide a basic skill in carpentry. It was supported by Mr. Jerry Olson, Superior and Robert Hullback, Eau Claire. Both men are business agents for their A.F.L.-C.I.O. Carpentry Locals and served on the project advisory committee. The remainder of the advisory council was made up of several Indian leaders such as Eugene Taylor, then president of the Great Lakes Inter-Tribal Council, representatives from the Bureau of Indian Affairs, the Wisconsin State Employment Service, the Wisconsin Board of Vocational, Technical and Adult Education and local vocational education leaders.

The 21 week, five day a week carpentry project began January 31, 1972. The vocational education project provided a 14 by 72 foot mobile unit for shop and classroom space, equipment, supplies, instructors salaries and mileage for students and staff. Services of a guidance counselor were available at the Mobile one day a week and as needed.

After completion of the project which involved actual construction including footing, foundations, framing and roofing, the men worked on home improvements for members of the St. Croix Tribe. Mr. Hulback indicated that credit up to one year for the carpentry apprenticeship program could be given for a project of this nature. An objective of the training was to enable the trainees to enter apprenticeship with local contractors or with any construction company but particularly in the Twin Cities area which would mean that the trainees would not have to leave the Big Sand Lake area.

In March of 1972, it was reported that 19 persons had graduated from this project. Of these, 17 or 85.5% of the graduates had been employed in a job related to the training. Twenty-two were originally enrolled, from which 19 or 86.4% completed.

Two new sections were immediately started, one serving the St. Croix Band and one serving the La Court Orielle's Band. These have subsequently become an ongoing project in District 17, Indianhead Vocational, Technical and Adult Education District.

This is just one example of current programs. There are 267 native Americans enrolled in special vocational-technical projects being funded under the Vocational Education Act, 1972 Amendments. The projects would be similar to the Big Sand Lake project. In addition, there are 221 native Americans enrolled in Adult Basic Education classes in Wisconsin Vocational-Technical Districts. An example of the Adult Basic Education programs could perhaps be best exemplified by the Ashland Vocational-Technical School. Here 40 students are enrolled. Twenty are Indian, one is Puerto Rican, and nineteen are Caucasian. The program is in a self-contained classroom with all individualized instruction. A complete report on this program is attached as Appendix "A".

There are also 218 students enrolled in regular vocational-technical full-time programs and receiving aid from the Wisconsin Indian Scholarship program, as well as other institutional and federal student aid programs. This latter figure should not be taken as indicative of the enrollment of native Americans in regular programs. For example, at the Milwaukee Area Technical College, where a full-time native American counselor is employed, over 125 enrolled native Americans have been identified. Yet, only 60 of these receiving aid are counted in the 218 figure. However, there would be some duplication between the regular student enrollment figures and those enrolled in disadvantaged projects. It is estimated that the duplication and the under-reporting (65 in Milwaukee alone) would compensate for each other and the total estimated enrollment in these areas is 686 students.

In addition to these programs is the Manpower Development and Training Programs. M.D.T.A. is a joint effort of the Wisconsin State Employment Service, who selects the students and the Wisconsin Board of Vocational, Technical and Adult Education, which provides the training. One example of this is the great-Lakes Inter-Tribal Council Apprenticeship Project in Green Bay, Wisconsin.

The Great Lakes Inter-Tribal Council Apprenticeship Project located at Green Bay is sponsored by GLITC, funded under the Manpower Development and Training Act (MDTA) JOPS program (Job Opportunities in the Private Sector), operated by the GLITC and the Northeast Wisconsin Vocational, Technical and Adult Education District, and monitored by the Department of Industry, Labor and Human Relations, Division of Apprenticeship and Training and the Wisconsin Board of Vocational, Technical and Adult Education.

The Department of Industry, Labor and Human Relations is responsible for the on-the-job training function (Apprenticeship and non-apprenticeship) and the Wisconsin Board of Vocational, Technical and Adult Education is responsible for the institutional phase of the program.

Indians are recruited by WSES, CAA, CEP and word of mouth. They come to the center, housed in the YMCA facility at Green Bay and receive from one to eight weeks of training and assistance prior to going on to employment.

Job Development is provided by the Center staff to assure a smooth transition from the center to the world of work.

The Center staff include a Director, Counselor, instructor, secretary and Job Developer. The project maintains a trainee population of 15 open-ended enrollments.

Trainees receive instruction, as needed, in basic skills (reading, math, etc.) Job Application Techniques, Interviewing, Test-Taking Techniques, World of Work, and Consumer Education.

Constant liaison is maintained with Apprenticeship Joint Committees to help locate apprentice opportunities statewide.

To date, 542 Indians have been officially enrolled in the project. In addition to those enrolled and certified as MDTA trainess, an uncounted number of individuals have been served by the project. Of the official enrollments, 201 did not complete but all were offered services; 385 were employed, which indicates that except for those who dropped out for personal reasons, no one was turned away without being provided services to the best of the ability of the staff.

A continual problem in the overall project is the rate of dropping out after placement into employment or other educational programs. The ratio of drop-outs from those placed into direct employment or into other training programs is considerably greater than those placed into apprenticeship training. Nevertheless, the opportunities presented are in themselves valuable and of lasting benefit. Attached is a copy of an article written about this program, taken from the Journal of American Indian Education.

In the context of Indian apprentices, the table below demonstrates that the number of Indian apprentices has climbed from six in 1969 to 125 today. Although the dropout rate is almost 40%, this dropout rate is perhaps better than most because of the services provided by the project. One of the keys to the success of the program, too, is the ability of the Indians to subcontract with employers to encourage them to employ and train those referred. As much as possible, subcontracts have been with Indian employers, to wit, Menominee Enterprises; Forest Edge Construction Company in Menominee County; White Bird, Inc. in Ashland, etc.

Indian apprentices in all apprenticeable occupations

July 1, 1969	6
Jan. 1, 1971	46
Jan. 1, 1972	66
Jan. 1, 1973	85
Apr. 12, 1973	101
Sept. 25, 1973	123

Other Manpower Development and Training programs specifically for Indians are in operation at the Indianhead District with headquarters in Shell Lake, Wisconsin. These are a Masonry trainee project at La Court Oreilles and a Carpentry project at Odanah. There are currently 45 native Americans enrolled in MDTA projects. This would bring the total current native American enrollment to 731 students.

The following table illustrates this enrollment by broad program area and by district.

NATIVE AMERICAN STUDENTS ENROLLED IN VOCATIONAL-TECHNICAL SCHOOLS

District	Adult basic education program	Vocational-educational disadvantaged instructional programs	Manpower programs	Regular full-time programs	Total
1		1		6	7
Western Wisconsin	15	2		5	22
Southwest Wisconsin					
4	1	2		11	14
Blackhawk	4	4		3	11
Gateway	5			3	8
Waukesha County	6				6
Milwaukee area	15	82		60	157
Moraine Park		6			6
Lakeshore	2	2		1	5
Fox Valley	2	7		7	16
Northeast Wisconsin	44	16	15	27	102
Mid-State		1		3	4
North Central	3	2		13	18
Nicolet		53		21	74
Indianhead	124	69	30	58	281
Total	221	247	45	218	[1] 731

[1] The above total, 781 does not include additional 190 students served in various disadvantaged outreach programs.

Included on the preceding table are enrollment figures from four projects that should be expanded upon. They appear to be the type of programs that the vocational-technical system will be emphasizing as it appears that these programs are meeting specific Indian needs.

The first is the native American Program at the Milwaukee Area Technical College.

The Milwaukee Area Technical College voluntarily assessed the educational needs of the Native American. The institution familiarized itself with the multiple problems of this ethnic minority and concluded that it must develop a relationship in order to carry out its mission to serve the disadvantaged of the urban area.

The institution looked at the low enrollment of Native American students and discovered the basic reasons for this situation. The size of the institution, the identity problems and the feeling of not being wanted or welcome were major problems which Milwaukee Area Technical College had to solve.

An assessment further revealed that there was a desire by members of the native American community to enroll at Milwaukee Area Technical College. It was decided to meet the needs and to overcome the cultural problems which had surfaced.

A recruiter-counselor was approved by Milwaukee Area Technical College and a request for funds under the Vocational Education Amendment of 1968 was submitted to the State V.T.A.E. Board and approved. A recruiter-counselor was hired and based at the Indian Information Center which was located in the area having the greatest concentration of Native Americans. This vantage point provided the recruiter-counselor the opportunity to meet with groups and individuals. In a short time, he was personally bringing students to Milwaukee Area Technical College.

It became evident that these students were having assimilation problems. The decision was made to bring the Native American recruiter-counselor onto the Comprehensive Campus. He was assigned to student services as an educational specialist. In this position, he has been able to give help to Native Americans in receiving financial aid, handling problems of students with the Bureau of Indian Affairs and counseling and providing tutorial help. Approval was also given by the State Board to employ a recruiter to continue operating in the Native American community.

During the course of these developments, the Native American community leaders and students requested a meeting with Dr. William Ramsey. The meeting was held and all of the Assistant Directors, and Deans of Student Activities and Urban Concerns were present. Approximately 37 Native Americans and representatives of the Black and Spanish groups attended to give support to the Native Americans. The result of this meeting was the establishment of a Native American Ad Hoc Committee. Dr. Ramsey appointed five members of his staff to serve on the Committee. The Native Americans chose students and community representatives. This group has met a number of times and have resolved many internal problems. This committee also identified problems affecting Native Americans, but these were problems which had to be resolved by State and Federal agencies. The administration has taken an active advocacy role for educational opportunity for the Native Americans within the Milwaukee Area Technical College District.

When the problem of adequate scholarship preparation in a conducive environment came up for discussion, the matter was quickly resolved in that arrangement was made for two sections in the crossover program composed entirely of Native Americans. Reports have been favorable.

Milwaukee Area Technical College has committed itself to a position of reasonable flexibility in order to meet the needs of disadvantaged Native Americans.

The second program is the Native American Resources program funded by the Upper Great Lakes Regional Commission. Seventeen Native Americans are enrolled at the Nicolet College and Technical Institute. The purpose of the program is to provide educational experiences incorporating fundamental information and activities for skill development related to para-professional positions in natural resources management, outdoor recreation, and environmental protection appropriate to Northern Wisconsin. It is also aimed at increasing the employment potential, and utilizing the existing knowledge and skills, of Native American residents of these areas.

This program was developed as a new approach to education. Participants were selected for specific positions prior to development of the educational program. It was hypothesized that this would result in increased educational relevance, higher educational attainment, and increased motivation among the participants. A copy of the approved project proposal is included as Appendix "B".

The third and fourth programs are located in Indianhead Vocational-Technical District. The first provides vocational training in home improvement occupations and was discussed in the introduction of this report. The final program is a "Vocational and Career Education With Increased Cultural Awareness for Chippewa Indians". The purpose of the program is to expose and explore the world of work. It is intended to provide a vocational counseling and referral system to vocational education and job opportunities and to motivate through Indian cultural awareness, and interagency cooperation.

The specific activities listed in this report were not intended as a complete report but to rather indicate some of the new directions vocational education is taking in partnership with Native Americans. The enrollment table refers to all programs not just those listed specifically in this report. The "cultural awareness" enrollment statistics would be excluded from the table but included as part of the asterisked figure listed below that table.

Distribution of Federal Monies Between Secondary and Post-Secondary Systems

(1) See Exhibit I.

(2) Below is an example of the formula's use as it would apply to Fiscal Year 1972–73 (figures are from the State Division of Health, Department of Health and Social Services, but whether these are the actual figures used in the actual calculations is not known by this section. This is an example only.)

The Federal monies are distributed among the states by a somewhat similar method. Wisconsin, for distributing its allotment between the secondary and post-secondary systems, utilizes part of the Federal formula, namely the age group percentage distribution:

Age group:	*Percentage*
15–19	50
20–24	50
25–65	15
	85

This percentage distribution is converted to a base of 100 percent:

Age group:	*Converted percentage*
15–19	58.82
20–24	23.53
25–64	17.65
	100.00

Distribution factors are then derived from an estimate of the 15–19-year-old population distribution. This estimate is obtained from the birth statistics 15–19 years ago. For example, if a person is 15 years old in 1972–73, he was born in 1957–8. Therefore, to estimate the number of 15-year-olds in the population, the total Live Births in 1958 minus the Infant Deaths in that year is used, and likewise for the other years:

Age in 1972–73	Live births 1954–58	Minus infant deaths 1954–58	Total population base for distribution factor
19	91,570	2,002	89,568
18	92,333	2,175	90,158
17	93,496	2,133	91,363
16	96,398	2,145	94,253
15	95,950	2,250	93,700
Total	469,747	10,705	459,042

Computations: The Secondary percentage of the 15–19 year old age group is arrived at by subtracting out the Post-Secondary portion (which is all of the 19 years olds and ⅔ of the 18 year olds).

19 year olds (19.51) + ⅔ of the 18 year olds (2/3×19.64=13.10) is subtracted from 100% which leaves 67.39% as the Secondary share of the age group.

This factor is then multiplied by the age distribution factor derived from the Act.

67.39×58.82 (the 15–19 age group percentage) = 39.64%, or 40% which is the percentage of Federal funds which goes to the Department of Public Instruction. In FY 1973, the Department received 39.99% or 40% of the available Federal monies.

Exhibit I.—Secondary Vocational Education [1]

The allocation of Federal Vocational dollars to the Wisconsin State Department of Public Instruction for the purpose of educating and training students in K–12 public schools is a rather unique process. Each year data are prepared to determine the precent of Federal dollars that should be allotted to secondary vocational programs. The percentage arrived at is based on the number in certain age groups of a state's citizenry. The basis for the allotment is adopted from Sec. 103 of the Vocational Education Amendments of 1968. The following procedure is used:

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[1] Source: An Assessment of Wisconsin's Vocational and Technical Education Program, Merle E. Strong, Study Director, 1970.

Age group	Percentage	Conversion to 100 percent
15 to 19	50	58.82
20 to 24	50	23.53
25 to 65	15	17.65
Total	85	100.00

ALLOCATION OF AGE GROUP 15 TO 19, BASED ON BIRTHS IN 1951—55

Age	Births	Infant deaths	Total population basis for computation	Percentage
19	87,819	2,182	85,637	19.53
18	88,941	2,160	76,871	19.79
17	88,408	2,069	86,339	19.69
16	91,570	2,002	89,568	20.43
15	92,333	2,175	90,158	20.56
Total	449,071	10,588	438,483	100.00

Assumptions:

19 year old group is post-secondary (19.53%).

18 year old group is divided into 66.7% post-secondary and 33.3% secondary (19.79% × 66.7% = 13.20).

Computation:

A. The total percentage of the age group 15–19 less the percentage attributable to post-secondary equals the percentage attributable to secondary.

B. The percentage attributable to secondary multiplied times the percentage of the total attributable to age group 15–19 equals the secondary percentage of the total Federal funds available.

1. 100% − (19.53% + 13.20%) = 67.27%
2. 67.27% × 58.82% = 39.57% or 40% = the percentage of Federal 1968 funds available for secondary school vocational programs.

The 40 percent figure calculated represented approximately $2,997,001 in secondary funds of a total $7,490,143 Federal dollars received by the state for 1969–70 school year or fiscal year 1970.

Distribution of Post-Secondary and Adult Federal Funds Between Urban and Rural Areas of Wisconsin

In 1971–72, approximately $6,008,800 of federal monies were expended by Wisconsin's post-high vocational-technical education system. $1,295,000 of this sum was expended by the State Board and staff on projects encompassing the whole system. $4,713,500 was distributed among the 16 area districts. Of this latter sum, 53.3% went to districts comprising or containing the state's SMSA's.

If the $4,713,500 is broken down into direct and indirect expenditures, then $2,581,400 was spent for projects involving student contact for instructional purposes, and $2,132,100 was expended for construction, equipment, research, professional development, and unspecified projects. Of the direct expenditures, 65.6% went to the SMSA districts. And of this 65.6%, approximately 26.7% went to Central City areas.

According to the 1970 Census, Wisconsin's SMSA's contain 57.6% of the state's population, and 65.9% is classified as urban so that only 8.3% of the urban population resides outside of the state's SMSA's. In terms of property valuation, 6 of the 8 SMSA districts rank in the top 8. Because of this, and the other factors on which project applications are rated, rural or mostly rural districts tend to receive most of their federal money for non-continuing projects, i.e., construction and equipment which are expensive per se. The mostly urban districts, on the other hand, tend to have projects funded which are continuing in nature; and which, in the absence of federal funds, they would be better able to fund on their own.

In 1972–73, approximately 640 separate district projects were funded in whole or in part with federal monies. Exhibit VI is an example of the criteria used in rating project applications for Part B, Regular Program funding. Similar criteria are used in the funding of projects under other parts of the Act.

Exhibit I.—1970 population (U.S. Census)

	Percent
Urban	65.9
Rural	34.1
SMSA	57.6
Non-SMSA	42.4

1972-73 PERCENT VOCATIONAL-TECHNICAL EDUCATION FUNDS EXPENDED BY AREA AND SOURCE

[In Percent]

Area	Federal	State/local	Total
SMSA	37.4	69.0	65.2
Non-SMSA	62.9	31.0	34.8

1972-73 FEDERAL FUNDS EXPENDED BY AREA, LEVEL AND SOURCE

Area	Post-Secondary	Percent	Secondary	Percent	Total	Percent
SMSA	$2,542,358	42.3	$1,278,655	30.5	$3,821,013	37.4
Non-SMSA	3,466,474	57.7	2,917,992	69.5	6,384,466	62.6
Total	6,008,832		4,196,647		10,205,479	

1972-73 STATE AND LOCAL FUNDS EXPENDED BY AREA, LEVEL AND SOURCE

SMSA	$49,397,370	71.2	$1,978,138	39.0	$51,378,508	69.0
Non-SMSA	20,016,261	28.8	3,089,222	61.0	23,105,483	31.0
Total	69,413,631		5,067,360		74,480,991	

EXHIBIT II.—FEDERAL MONEYS EXPENDED BY DISTRICT, POST-SECONDARY AND ADULT

District	Total expenditures	Percent	Direct [1] student expenditures	Percent	Non-direct [2] (construction, equipment, et cetera)	Percent
1	$321,000	6.8	$66,100	2.6	$254,900	12.0
2 [3]	394,000	8.4	115,100	4.5	278,900	13.1
3	233,700	5.0	79,400	3.1	154,300	7.2
4 [3]	210,900	4.5	145,800	5.6	65,100	3.1
5	354,800	7.5	149,700	5.8	205,100	9.6
6 [3]	322,100	6.8	176,500	6.8	145,600	6.8
8 [3]	51,100	1.1	24,400	0.9	26,700	1.3
9 [3]	773,400	16.4	688,400	26.7	85,000	4.0
10	345,800	7.3	291,600	11.3	54,200	2.5
11	426,500	9.1	56,400	2.2	370,100	17.4
12 [3]	284,500	6.0	179,000	6.9	105,500	4.9
13 [3]	95,800	2.0	50,300	1.9	45,500	2.1
14	184,400	3.9	43,300	1.7	141,100	6.6
15	192,300	4.1	143,600	5.6	48,700	2.3
16	139,500	3.0	55,500	2.1	84,000	3.9
17 [3]	383,700	8.1	316,300	12.3	67,400	3.2
Subtotal	4,713,500	100.0	2,581,400	100.0	2,132,100	100.0
State board	1,295,300					
Total	6,008,800					

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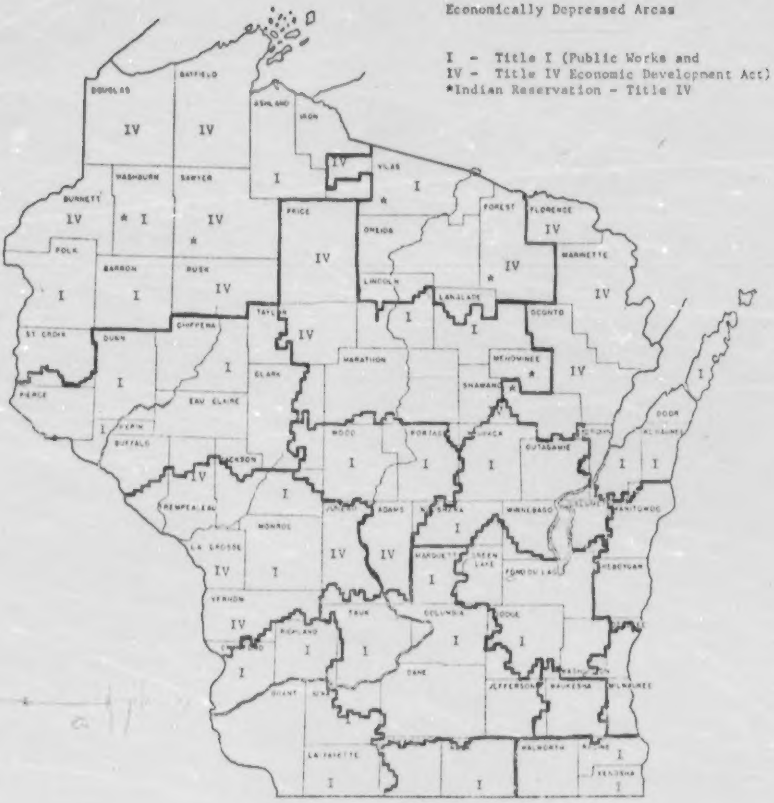
[1] Direct: Part B—handicapped and disadvantaged, apprentice, extension; part F—consumer and homemaking; part 102(b); part D—exemplary; part H—work study.

[2] Non-direct: Part B—equipment, construction, professional development, unspecified; part C—research.

[3] Districts comprising or encompassing SMSA's.

EXHIBIT III



Economically Depressed Areas

I - Title I (Public Works and
IV - Title IV Economic Development Act)
*Indian Reservation - Title IV

DOUGLAS
IV
BAYFIELD
IV
ASHLAND
IRON
I
IV
VILAS
I
*
BURNETT
IV
WASHBURN
* I
SAWYER
IV
*
PRICE
IV
ONEIDA
FOREST
IV
*
FLORENCE
IV
MARINETTE
IV
POLK
I
BARRON
I
RUSK
IV
LINCOLN
LANGLADE
I
I
TAYLOR
IV
OCONTO
IV
ST CROIX
DUNN
I
CHIPPEWA
I
CLARK
MARATHON
MENOMINEE
*
SHAWANO
*
I
PIERCE
EAU CLAIRE
PEPIN
I
BUFFALO
DOOR
KEWAUNEE
I
I
I
WOOD
I
PORTAGE
I
WAUPACA
I
OUTAGAMIE
JACKSON
IV
I
TREMPEALEAU
MONROE
I
JUNEAU
IV
ADAMS
IV
WAUSHARA
I
WINNEBAGO
MANITOWOC
LA CROSSE
IV
MARQUETTE
I
GREEN LAKE
FOND DU LAC
SHEBOYGAN
VERNON
IV
SAUK
I
COLUMBIA
I
DODGE
I
RICHLAND
I
I
DANE
GRANT
JEFFERSON
WAUKESHA
WASHINGTON
MILWAUKEE
LA FAYETTE
I
I
WALWORTH
RACINE
I
KENOSHA
I

Source: Wisconsin Department of Industry, Labor and Human Relations
January, 1974

EXHIBIT IV.—FAMILIES BELOW POVERTY LEVEL (1970 CENSUS)

District	Percent	SMSA	Non-SMSA	1970 per capita income
1	10.5			$2,564
2	11.0	6.5	14.2	2,545
3	13.3			2,328
4	6.2	5.4	7.4	3,238
5	5.8			3,006
6	5.9	5.6	7.3	3,140
8	3.3			3,619
9	6.3			
Central City		8.1		
Milwaukee County		6.4		
Non-Central City			3.0	3,470
10	6.3			2,940
11	5.3			3,040
12	6.3	5.5	10.5	2,973
13	8.7			2,686
14	8.7			2,630
15	11.0			2,440
16	12.2			2,410
17	12.1	10.5	12.5	2,478
State average	7.4	5.8	9.6	3,046

Note: 34.2 percent of all families in the State are classified as rural. This 34.2 percent contains 47.8 percent of families below poverty level.

EXHIBIT V.—UNEMPLOYMENT RATE—YEARLY AVERAGE

District	1972	1973
1	5.5	5.6
2	6.1	6.1
3	5.3	5.3
4	4.3	4.0
5	6.0	5.0
6	5.2	4.2
8	4.5	3.7
9	4.4	3.7
10	4.5	4.2
11	4.0	3.5
12	5.0	4.0
13	6.0	5.3
14	6.1	6.0
15	5.8	5.9
16	5.9	6.7
17	7.1	7.3
State average	5.0	4.4

Source: Wisconsin Department of Industry, Labor and Human Relations.

EXHIBIT VI. POLICY FEDERAL AID AWARDS FOR PART B—REGULAR PROGRAMS FOR FISCAL YEAR 1974

(From memorandum of May 18, 1973)

We would note that the following information is suggested, as the guide to be used in our scoring and ranking the Part B—Regular Programs. We feel that we have interpreted the intent of the law and followed the information as provided in the State Plan in developing this criteria. We do realize that there had to be some arbitrary judgments made, and this was done as a committee function.

Attached please find a copy of our Form VE–AS–217, which identifies the basic criteria and is the evaluation sheet used by the five committee members to evaluate each of the projects submitted for fiscal 74.

I would appreciate your reviewing the comments that follow which explain each of the parts, as well as other information. We do need your approval of this information so that we may proceed in scoring the projects.

PART 1—MANPOWER NEEDS

Each of the committe members will use the December 1972 Occupational Opportunities Information Bulletin or more current information, if available, in identifying employment needs. This bulletin is prepared by the Wisconsin State Employment Service and contains the same statistics that are being used to develop our State Plan. The committee members generally used the State or District section of the bulletin unless a conflict is found between the district's designated level of need and that which is found in the section referring to the state in general. If there is a conflict, then the supervisors will refer to the part of the bulletin that covers the WSES district that relates to the VTAE district and will use that criteria for their judgment.

PART 2—VOCATIONAL NEEDS

This section generally does not apply because all the programs that would rank other than average would be generally found in the disadvantaged section under Mr. Sahakian. Should it be necessary to use Part B funds for disadvantaged or handicapped, Part 2 would then become an important phase of the scoring.

PART 3—EXCESS COSTS

The following item would cause a project to receive five points or a total of 15 for the section:

1. Equipment—When $30,000 or more was identified in a project in one program area.
2. Extension Education—When $30 per hour or more was paid as an hourly rate.
3. Apprenticeship and Extension Education—Whenever a circuit instructor is employed performing as a circuit teacher.

PART 4—RELATIVE ABILITY TO PAY

Upon reviewing the chart as found in the State Plan, the committee agreed that there should be three sections designated for scoring: those that were in the lower half, Districts 1, 2, 3, 15 and 17 were to receive five points; Districts 5, 6, 9, 10, 11, 12, 13 and 14—4 points; all others were to receive three points. It was found that the dollar value behind each citizen in these districts varied appreciably at these break-off points.

PART 5—ECONOMICALLY DEPRESSED AREAS

Upon reviewing the maps provided in the State Plan, it was agreed that Districts 2, 3, 13, 15, 16 and 17 would receive five points; Districts 1, 4, 5, 12, 14 would receive three points; and all others zero.

PART 6—HIGH DROPOUT RATE AND YOUTH UNEMPLOYMENT

Upon reviewing the criteria found in the State Plan and provided by the Department of Public Instruction, it was agreed that there would be three rankings: five points, three points, and zero. To determine a point value, districts were ranked in categories of youth unemployment and also dropout rates as illustrated in the State Plan. Combined scores of the ranking of the two categories provided rank order by district. Based on this calculation, Districts 2, 9, 12, 13, 14 and 16 receive five points; 4, 6, 10, 15 and 17 receive three points and all other districts, zero.

PART 7—DEMONSTRATION OR PILOT PROJECTS

The committee set the criteria for these ten points as a program that had never been developed in our State previously and thus would rate that special consideration.

Special items for consideration:

1. On the equipment projects, we are insisting that a set of advisory committee minutes accompany the projects and that the committee has *reviewed* the equipment that is being requested in the project.
2. The minimum criteria for a piece of equipment to be considered would be one valued at $200 or more.
3. All equipment for which there is a lease or rental agreement will be aided at not more than 20 percent.

The following information applies to the scores attained versus percentage of aid:

1. Occupational extension education.—Each of the courses in the project would be scored individually and aided individually based on the following scale:

	Percent
70-100	45
50-69	40
30-49	30
0-29	20

Each district is to have the *Form 120* submitted for confirmation and adjusted in such a manner so that the percentage of salary award can be identified on this form for each of these courses. Projects to be submitted by March 15 of the fiscal year involved, in Fiscal 74 that is March 15, 1974.

2. Equipment.—It is generally agreed that we will score and identify the aid for equipment projects for new programs first using the following scale:

	Percent
70-100	45
50-69	40
30-49	30
0-29	20

Should there be adequate funds to consider on-going programs, they will be scored and aid granted using the following scale:

	Percent
70-100	40
40-69	25
0-39	15

3. Apprenticeship education.—Projects due February 15, 1974 for Fiscal 74. Each of the programs identified in the apprenticeship project will be scored using the following scale:

	Percent
60-100	45
45-59	40
30-44	30
0-29	20

The districts that are charging tuition for out-of-district residents in the apprenticeship programs will have subtracted from their Federal aid in the amounts they are charging for tuition.

4. *Commitments to districts of 100% aid on special programs.*—Where these commitments have been made to the districts, a project will be written by that district and submitted to the State Office for approval. The request for Federal aid for these projects will be as per the previous agreement, which can be 100%.

State staff will be available to assist the districts in developing these special types of projects.

Scoring Guide for Part B Programs - Fiscal 74
Wisconsin Board of Vocational, Technical and Adult Education

State Evaluation Criteria
Part B, Regular
VE-AS-217

Project No. ______________

Project Title ______________

(For State Office Use Only)

	LEVEL CHECKED	SCORE	COMMENTS
1. MANPOWER NEEDS Weight 6 Points 30 Employment needs severe or great-5 Employment needs mild or slight--3 Employment needs not evident-----0	___ ___ ___		Use Dec. 72 Occupational Opportunities Infor. for Wis. 5 points - 60-80 - Rapid 80-100- Moderate 80-100- Rapid All other combinations 3 pts.
2. VOCATIONAL NEEDS Weight 3 pts. 15 Service to special target groups-5 Service to regular groups--------3	___ ___		Disadvantaged and) Special Groups) 5 pts. Form VE-FS-205 required for 5 pts. Others - 3 pts.
3. EXCESS COSTS Weight 3 points----15 Unusual, high costs--------------5 Normal costs--------------------3			$30,000 - Equipment - 5 pts. Excessive cost - Circuit Instructors - Courses when Hourly rate is $30 per hours and over.
4. RELATIVE ABILITY TO PAY Weight 4 Points 20 Median or below median valuation-5 Above median valuation-----------3	___ ___		Districts 1, 2, 3, 15, 17 - 5 points Districts 5, 6, 9, 10, 11, 12, 13, 14 - 4 points All others - 3 points
ADDITIONAL CONSIDERATIONS: 5. Schools in economically depressed areas----------------------------5	___		Districts 2, 3, 13, 15, 16, 17 - 5 points Districts 1, 4, 5, 12, 14 - 3 points All others - 0
6. Schools in high drop out or youth unemployment areas---------------5	___		Districts 2, 9, 12, 13, 14, and 16 5 points Districts 4, 6, 10, 15, 17 3 points All other districts 0
7. Demonstration or pilot projects 10	___		Each supervisor to determine when only one program in state.
TOTAL POINTS POSSIBLE - 100	Total		

Recommendation: Approve ____ Disapprove ____ Defer ____ Return to Applicant ____

Comments: *Please be sure to check for advisory committee minutes on equipment projects.

*Note on top of page new or on-going program for each project

*Score on the project--the first column is reserved for the supervisor from the discipline that the project originates in and the second column for the other supervisors.

*Demonstration or pilot projects - Programs or courses never offered before in the state.

Mr. **Meeds**. Secondly, I would like to pursue the line that Mr. Quie was pursuing. I have always worked under the assumption that the Wisconsin's, the Minnesota's and the Washington State's of the Nation—and Kentucky—if they were all he had to deal with then we could simply send the money out to the States and say, "spend it as you wish on education." Now I come here to this very enlightened community and hear a very articulate person like yourself saying, "hold on just a minute now. If we are going to have educational revenue sharing," I like your terminology, "pedagogical potpourri," that is very descriptive. But it seems you don't want a pedagogical potpourri.

I would like you to tell me why in such an enlightened State you apparently don't feel safe in getting your fair share of the total education dollar for vocational education. If I misunderstand you, please correct me.

Mr. **Lehrmann**. No, you don't misunderstand me. I think it is evident that we do have this matter of being able to relate with the people, the power structure in the State.

Mr. **Meeds**. But aren't we dealing with the power structure at the Federal level, too? If we tell you that this is a direction that you should be going it, doesn't that come from a national power structure?

Mr. **Lehrmann**. It comes from a national power structure but primarily I am going to have to say it comes from Congress.

Mr. **Meeds**. Are you telling me that the Federal power structure is more enlightened?

Mr. **Lehmann**. It is more enlightened in terms of defining national needs and national priorities and how you are going to meet those national needs and priorities.

I think one of the problems we have is that we get into too narrow a scope. We look at it sometimes from a community vantage point and sometimes from the statewide vantage point.

I can't believe that we would have gone ahead as rapidly in meeting the needs of disadvantaged and handicapped people in Wisconsin or Washington—I know your counterpart in Washington very well. I think you are speaking from an enlightened State.

The fact is that these are enlightened people. But we need this kind of direction from Congress and the people that in the past have provided this kind of national input and impetus.

Mr. **Meeds**. Sometimes you really need some insulation, do you not?

Mr. **Lehrmann**. Absolutely.

Mr. **Meeds**. To make decisions on expenditure of education dollars.

Mr. **Lehrmann**. Absolutely.

Mr. **Meeds**. Thank you very much.

Mr. **Lehrmann**. That is true at the local level as well as at the State level, Congressman.

Mr. **Meeds**. Dig that, Mr. Quie.

Mr. **Steiger**. Gene, we could go on at some length, I suspect, and talk about the Wisconsin tradition in terms of defending vocational education.

But you say 102B money was the only money distributed by the State board which was not mached? Did I understand that?

Mr. **Lehrmann**. [Inaudible.]

Mr. STEIGER. It is matched. So the full range of the present categories within the Vocational Education Act Amendments of 1968 are distributed and matched?

Mr. LEHRMANN. Yes; to some degree.

Mr. STEIGER. To some degree.

Mr. LEHRMANN. The 102B is not as fully matched. We have some 90 percent money, 102B. But most of the other parts of the act are mostly at 45 percent Federal and 55 percent State.

Mr. STEIGER. If this hearing does nothing more than give all of us a chance to have the opportunity to listen and to learn from what you have given us is very worthwhile.

Thank you very much.

Mr. LEHRMANN. Let me state one thing about this matching. Our State board, their matching facilities committee last week, decided to go back and ask the State legislature to put some impetus into supporting these disadvantaged and handicapped programs at the State level so that we could do certain things that we are unable to do now.

Let me give an example. If we are going to do things in the correctional institutions we can't expect the whole district to pick up the cost of carrying on their correctional program.

Our board is asking for a certain discretionary amount of 2 percent that we could use to assist districts who have to tackle these problems that are statewide concerns and would further enhance our activities in disadvantaged and handicapped activities.

Mr. QUIE. Will the gentleman yield?

You mentioned the 55 percent and 45 percent. Were you including consumer homemaking in that? Because usually the State match is so much greater on consumer homemaking. Are you 55–45 on that as well?

Mr. LEHRMANN. John, do you recall?

Mr. RAMSEY. We furnish some 75 percent and 25 percent is Federal.

Mr. QUIE. I understand some places are 8 to 1.

Mr. RAMSEY. Some 80–20, some 90–10, some 75–25.

Mr. LEHRMANN. These areas are also doing things that we are not involved in that are 100 percent State and local dollars.

It does focus on what Congress considers to be an important concern.

Mr. STEIGER. Do you find a real possibility in the State that you could take A through G and put that together into a single plan for vocational and adult education without separate requirements for each part?

Mr. LEHRMANN. Yes; I guess I indicated that in my report that I gave to you.

Mr. QUIE. If I may go back into history a little bit, how did you feel in 1963 about retaining the category for vocational agriculture?

Mr. LEHRMANN. I suppose——

Mr. STEIGER. Do you want to answer that on the record?

Mr. LEHRMANN. I will answer that on the record. I was concerned about keeping that as a categorical program at the time. I wasn't too far wrong either. When I look at what we ought to have as priorities now and what the future may hold as far as the needs for food in this country. For anybody to advocate 5 years ago in the State of Wisconsin that a young man ought to go into production agriculture, maybe the farmers would say right now that he is talking off the top of his head. They are probably right.

But for anybody to make that recommendation here in our State would have been considered out of the question. But just look what our needs might be 3 or 4 years from now or 5 years from now in terms of the production of food in this country. Look what is happening right now in terms of the reduction in the price of milk in our State and the effect it is having upon the producer of milk, large corporate entities, with labor prices and the cost of feed and everything has stayed up here and the price of milk has reduced itself considerably in the last 3 months.

Just look at the impact it is having. I predict we need to have a great deal more effort in encouraging people to get into what I consider to be a family-sized farm and support a sound vocational agriculture program in the State.

We ought to be doing this. We in Wisconsin have a young adult farmer program that I think is not only, I think we can demonstrate, is very effective and it is meeting the needs of establishing young people in production agriculture.

We need to do more in our vocational education field in preparing people for self-employment. Most of our efforts in the past have been in preparing people to work for someone else outside of agriculture.

I am saying we need to take a look at this, at the total range, and prepare people to work for themselves, to go into business.

Why do we have so many business failures of small businesses? Often because the people didn't understand the business operation. Maybe they understood the technology. Maybe they could repair the car. But they didn't know how to manage the business.

I think that is another range of activity. If we had done as much in business as we have done in agriculture and young adult farmer programing in Wisconsin we would certainly improve the opportunity and the chances of success of our businessmen in the State of Wisconsin.

I am hoping that we would address ourselves to that problem in the immediate future. I am telling our district directors next week that that is one of our highest priorities come next year.

Mr. Quie. When we dropped the category for vocational agriculture that we earmarked funds for there has been an increased enrollment, in my understanding, rather than a decrease in enrollment compared to 1968. 1973 enrollment figures, I guess, are the last that you have.

Are you recommending from that, then, that they ought to now reimpose a category which would earmark money for agriculture?

Mr. Lehrmann. No, I wasn't necessarily recommending that. I think the States now have adjusted to that responsibility and are responding.

My one concern is that in the process of doing that that we make certain that—not make certain—but to see to it that the States have a commitment to continue this kind of activity by putting forth State resources and by putting forth leadership that will continue these activities.

Let me point out that we have almost no leadership anymore at the Federal level in terms of vocational agriculture or any one of the other categories. It has been generalized to such an extent that there is practically no leadership coming out of the U.S. Federal office in these areas.

Mr. QUIE. Then you don't think we ought to go back to having a special category for vocational agriculture? Why do you want to retain consumer homemaking as a separate category? Why can't they compete as well since you indicated that that is where the largest overmatching comes from?

Mr. LEHRMANN. In my testimony, that would be included in a consolidated program, Congressman.

Mr. QUIE. Thanks.

Mr. STEIGER. Thank you, Gene, very, very much.

Mr. LEHRMANN. You are welcome.

Mr. STEIGER. For an excellent job.

Jack Reihl, representing the State AFL-CIO on behalf of John Schmitt, the State president.

TESTIMONY OF JACK B. REIHL, WISCONSIN AFL-CIO, MILWAUKEE, WIS.

Mr. REIHL. Thank you, Congressmen Perkins, Steiger, Quie, and Meeds.

People of organized labor in the State of Wisconsin have been tremendously pleased with the much greater recognition and respect that vocational education has been receiving in recent years.

This is only natural in view of the important role that Wisconsin labor unions have played in the establishment of the vocational school system in the State.

When the State legislature passed the law establishing the first vocational school system in the Nation it provided that the local levels would include an equal number of labor, management, public representatives, and one agricultural representative. In an agricultural State like Wisconsin in most cases all these boards are represented by agricultural members. This partnership has been close since 1911 and has been one of the key factors in making the vocational system the finest in the Nation.

With local authority and autonomy the system serves the needs of the local community.

These advisory committees also extend through our secondary education levels with our capstone courses. We have advisory committees represented by all segments as far as our partnership advisory committee.

Vocational education in Wisconsin provides relevant education for the people who must prepare for jobs. In addition it provides the opportunity for employees to improve on their present jobs and to qualify for better paying jobs.

I would like to point out in cases of the building trades what we call the building trade extension or expansion is when a fellow wants to keep up with the newest parts, materials, and technology and technological changes in his trade.

He can enroll in a trade extension course and keep up with these changes.

In the industrial area we call them skill improvement programs. Workers meet up with the latest materials and technological change.

We have programs also in agriculture to keep up with the technological changes.

We certainly have had a great deal of assistance from all of our local communities, from the vocational schools, from the police and firemen. We have had assistance from the vocational education system in our training of public employees. This goes on into supervisory positions for public employees to help them to a better job.

Also with the legislation that was just passed in the recent session of the legislature on emergency medical services, we look for them to provide a great deal of assistance in training for this type of personnel, no matter what type of code they may be.

We think that technical, vocational, and adult education in Wisconsin provides the working man with the training that his wife and children can use. We feel that the doors of these classrooms must be kept open for all who need and want vocational training. This includes the disadvantaged and the handicapped.

We think this is one good point of vocational education in Wisconsin, that it remains tuition free.

We want them to be accessible to people regardless of their economic circumstances.

We certainly desire and would appreciate Federal aid to continue so that our vocational education programs continue to progress and find new ways of furnishing the people of Wisconsin with training and education in this era of great technological change.

We think this is one of the best investments we can make.

That is all I have.

I wanted to keep it short, Mr. Chairman.

Mr. STEIGER. Jack, thank you. Let me ask you a question at the outset. Can you give us some indication as to your judgment as to the usefulness of the State advisory council on vocational education, the members who serve on it?

How do you see that role and how has it worked?

Mr. REIHL. I think the role is very useful because, being from Wisconsin yourself, Bill, you know that our program, with the greater move toward career education, I think they do oversee the entire program. It is every bit important to our people to have all segments of the public on the advisory council.

Mr. STEIGER. Any other questions?

Mr. MEEDS. I have no questions. I want to thank you and Mr. Zancanaro and the entire State labor movement for its progressive approach to coordination and help in vocational and technical careers, occupational education. In some States this kind of cooperation is not forthcoming.

So my compliments to your entire State labor movement for its role.

Mr. REIHL. Thank you. We have great ego in this area. We brag about it all the time. I have to admit that.

Mr. STEIGER. Mr. Chairman?

Chairman PERKINS. I likewise wish to compliment Mr. Reihl for his statement, and more than anything else for the tremendous cooperation of the labor unions. As Mr. Meeds stated, very few States in the Union enjoy the cooperation between organized labor and all aspects of the manpower programs in vocational education as you enjoy here in this great State of Wisconsin.

You are certainly to be complimented.

Mr. REIHL. I just might add while we are on the subject that in Wisconsin that we got a pretty good workmen's compensation act and unemployment compensation legislation. Sometimes we run into a few roadblocks. But pretty much we hammer through a piece of legislation that the legislator can adopt that finally passes the legislature.

Once in a while we have new members appointed that don't know how to count some votes sometimes, and they have some problems.

But I think we have been a State that works together quite well. We are certainly proud of the way we have worked along with our agricultural representatives in vocational education.

Chairman PERKINS. I want to state that when I first came to Congress I had the pleasure and the privilege of sitting with Andy V. Miller, who was a representative from the State at that time. He made a great contribution.

I always felt that that was one of the most progressive Congresses we have enjoyed.

Andy certainly was outstanding. The State has been progressive all through the years, keeping up with progress, getting out ahead of other States.

I just want to compliment you.

Mr. REIHL. Thank you.

Mr. STEIGER. Mr Quie?

Mr. QUIE. I too want to compliment you. I think as Lloyd has indicated, your statement here and Mr. Zancanaro's statement show the real support that organized labor has given and that is of utmost importance.

I would like to ask, though, a little bit about your background. Are you in building trades?

Mr. REIHL. I started out when I was waiting for an apprenticeship in carpentry. The first labor union I belonged to was the rubber workers. I had spent 18 years at the trade as a carpenter and also I took some courses in college and went right back to vocational school. I had courses in human relations and such subjects. I used to be an alderman and council president in my hometown.

Then I went on and worked under one of the programs of the Federal Government in economic development. I worked in Wisconsin with the Indians in northern Wisconsin. The Department of Commerce might have been shocked that they had received one of the first contracts between professional and clerical employees in the U.S. Department of Commerce that was ever organized.

From there I went into building trades representative of the State AFL-CIO and then subsequently I was elected secretary-treasurer.

John Zancanaro, the president of the board, has done an outstanding job. He doesn't like to play up the job that he did in pushing the program for minorities in the Milwaukee area.

Mr. QUIE. It is a great background that the State advisory council can benefit from.

Does the council look at that chart as to specific skills and then give any advice back or are you depending on the administrators?

Mr. REIHL. We are looking at that also. I had written one article for La Crosse State University to tell them about vocational education. It wasn't too long that I had a rebuttal. My wife said, "Jack, you have got a rebuttal on your article."

But the success of vocational education in Wisconsin is just tremendous. They try to do the job with the facilities they have. That is why we ask you to keep that Federal aid coming.

Mr. QUIE. You mentioned tuition-free education. What is the AFL–CIO's position in the State of Wisconsin in regard to what must be a difference of opinion among educators which we have in Minnesota?

Mr. REIHL. Andy Miller, I am sure, has stated this on the national level. It is the same in Wisconsin. We feel that the first 14 levels of school should be free for all students and they should be able to pursue whatever area they wish.

Mr. QUIE. Thank you very much.

Mr. MEEDS. What programs are being promulgated or utilized specifically for the Minomenes, particularly in view of the fact of their self-determination?

Mr. REIHL. I think you could address that question to Mr. Lehrmann. But one school in that district that was built with Federal funds under the Department of Commerce, they certainly take care of the needs of the Indians in Minomene County. But the current programs, off-hand I can't tell you.

Mr. LEHRMANN. I can respond to that. Do you want it now? Or later?

Mr. MEEDS. That would be fine.

Mr. LEHRMANN. All right, let us do it later.

Mr. STEIGER. Jack, thank you very, very much. Glad to have you here.

Let us take a relatively short break for lunch so we can complete the hearings in a timely fashion, and give the chairman a chance to visit the good dairy operation.

[A recess was taken.]

Mr. STEIGER. Ladies and gentlemen, if I can get your attention we will call things to order and start once again.

Mr. Chairman, if I may, with your permission, I have here Robert Rudiger, chairman of the State advisory council on vocational education.

[Prepared statement follows:]

PREPARED STATEMENT OF E. ROBERT RUDIGER, CHAIRMAN, WISCONSIN ADVISORY COUNCIL ON VOCATIONAL EDUCATION, MENOMONIE, WIS.

My name is E. Robert Rudiger and I live in Menomonie, Wisconsin. I am the present chairman of the Wisconsin Advisory Council on Vocational Education and my remarks are on behalf of that Council. I appreciate this opportunity to meet with you today.

The Wisconsin Advisory Council on Vocational Education was established by Public Law 90–576 to "advise the State Board"; "evaluate vocational education programs, services, and activities", and to "prepare and submit through the State Board to the Commissioner and to the National Council an annual evaluation report".

Since its inception and the release of its first Annual Evaluation Report, this Council has legally and conscientiously sought to monitor vocational education programs in Wisconsin and to advise the Wisconsin Board of Vocational, Technical and Adult Education concerning these evaluations.

In addition to the annual evaluations, the Wisconsin Advisory Council has also conducted several indepth studies. Among these are: (1) a study dealing with vocational opportunities for students with special needs; (2) a follow-up to that study dealing specifically with the handicapped and vocational education; (3) two studies focusing on health occupations preparation programs in Wisconsin; (4) a report on the status of career education in Wisconsin; and, (5) an evaluation of professional development for Wisconsin's vocational education personnel. Other studies are now in progress including one dealing with the vocational education delivery system for sparsely populated areas and another is concerned with the identification of future trends in business, industry and society in the coming 20 to 25 years and their implications for short and long range planning in vocational, technical and adult education in Wisconsin.

To help get the story of vocational education to the public in Wisconsin, the council has printed and distributed 25,000 copies of a booklet titled, *Learning for Living in Today's World of Work*. Because of the excellent response concerning this publication another 5,000 copies are now in the process of being printed.

The Council is proud of the impact it has made on Vocational Education in Wisconsin. Likewise the Council is impressed with the competencies of the members of the State Board and its staff, and with the personnel in the Department of Public Instruction. All in all the great strides in vocational education in Wisconsin have been the result of a total cooperative team effort of all concerned groups.

With this as background information, the council would like to make the following comments that will hopefully be considered when future federal legislation for vocational education is drafted.

1. As a council, we feel that a new Federal Department for Education and Manpower Development should be established with Cabinet status. As we all know, the Department of HEW has grown to be the largest single department in the federal government. The final result has been that its commitment to education and especially vocational education has been greatly reduced. We feel education should be more strongly represented and this can be done with a cabinet-level Secretary who has a narrower span of control. In addition, we feel the new CETA program offered through the Department of Labor could be better directed and articulated through such a cabinet post.

2. Our Council feels that the continual reorganization within the USOE, done under the allusionment of increased productivity should be resolved. After every new reorganization the number of personnel within the Bureau of Vocational, Technical and Adult Education has diminished drastically. In addition, such reorganization often results with the top position in vocational education being relegated one step farther down the organizational hierarchy plus a constant turnover in personnel.

3. We urge the Congress to draft legislation which will assure more prompt vocational education payments to the states. Federal funding was and still is intended to be a stimuli to program innovation and growth, however, during 1972 and 1973 the funding to states on a three month basis by a continuing resolution acted as a deterrent to state and local planning. To alleviate this, we suggest consideration be given to the enactment of legislation of an appropriation nature rather than the current authorization nature. This would eliminate the long drawn out legislative process which now takes place each year and would better assure long range program planning by states and local school districts.

4. Our council also feels that any new vocational education legislation, regardless of the funding procedure, e.g. by categories or by a consolidation of categorical grants, be of sufficient amount to include all instructional programs that are presently covered by categorical funding under the 1968 amendments plus amounts for post-high school and for out-of-school youth and adults who are having difficulty getting into the job market. Likewise continued funding is needed for professional staff development, guidance, placement and follow-up services, and research. Even stipends for unemployed persons with family obligations who are enrolled in vocational education programs should be considered.

5. Because of the high mobility of our population the council feels the federal government should assume a greater proportion of the costs of vocational educa-

tion in each state. It is an investment on the federal level that will pay dividends all through the work life of the recipient. No matter what state the worker moves to the federal government will collect federal income taxes on the earnings while State governments only benefit in this way if the person decides to stay within the state to work. Local governments are even more limited on a cost/benefit basis.

6. We feel vocational education moneys granted to each state should go to the appropriate state agencies now responsible for its distribution to local schools and meaningful guidelines should accompany the funds to assure strong programs of vocational education in each state.

These are the main points our council wished to have me comment on. Thank you for allowing me to appear before this hearing.

STATEMENT OF ROBERT RUDIGER, CHAIRMAN, STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. RUDIGER. Mr. Chairman, members of the committee, I am here representing the advisory council.

Following Gene Lehrmann and following Jack is kind of like snuggling up to your wife at night after you have taken her to a Robert Redford movie.

Our council was formed after the 1968 act. We have been trying to monitor the educational vocational system in the state since that time.

In addition to the annual evaluations we have done several indepth studies. Among these are a study dealing with vocational opportunities for students with special needs, a study dealing specifically with the handicapped and vocational education, two studies focusing on health occupations preparation programs in Wisconsin. We have done a study on the evaluation of professional development for Wisconsin's vocational education personnel.

We have two studies now underway that will be of particular help to DBI in area districts. That is, how do we get vocational education out in sparsely populated areas?

The other one, nearly completed, is an identification of future trends in business and industry and society in the coming 20 or 25 years and the ramifications for short- and long-range planning in vocational, technical and adult education in Wisconsin.

We have had 25,000 copies of this booklet, of which you have a copy, which explains the total system in Wisconsin. Because of the excellent response to this we are now getting 5,000 more of them printed.

Our council is very impressed with the capability of the State board and its staff and the staff of DBI. We feel that the great strides in vocational education in Wisconsin have been the result of a cooperative effort of all concerned groups.

As I think Mr. Lehrmann said earlier, you can see the relationship we have with the State board in terms of advisory capacity.

I suppose you could say in Wisconsin this is a dual system, "D-U-A-L," not "D-U-E-L," as in other States.

Mr. STEIGER. Too subtle for us.

Mr. RUDIGER. With this as background information, we would like to make the following comments with regard to future legislation.

We feel it is time that education move out of HEW and have a cabinet post. We even feel the CETA program could be better administered through that type of arrangement.

I was going to mention about USOE. But Gene did that so thoroughly I won't go into that.

Chairman **Perkins**. You follow the same line?

Mr. **Rudiger**. We follow the same line, right. Those of us that have worked prior to the 1968 Act and remember the leadership we did get from the U.S. Office, it is really very noticeable to us.

We urge Congress to draft legislation which will assure more prompt vocational education payments to the States. You have heard this before this morning, I am sure, continually. But if Federal funding is to be a stimuli to program innovation and growth, this 3-month continuing resolution sort of thing—but if we didn't have the Tydings amendment to carry money over we would never have been able to use probably half of it.

To alleviate this, the council urges that consideration be given to the enactment of legislation of an appropriation nature than the authorization nature.

In the Smith-Hughes Act there was a set amount of money every year and the schools could plan on this. Now we spend most of our time praying. Besides, it takes up a great deal of legislative time, legislators' time, too, I am sure.

Our council also feels that any new vocational ed legislation, regardless of the funding procedure, that is, by categories or by a consolidation of categorical grants, be of sufficient amount to include all instructional programs that are presently covered by categorical funding under the 1968 amendments.

We are also concerned about money for the post-high and for other adults who are having difficulty in the labor market.

Continued funding is needed for professional staff development, guidance, placement, and followup services, and research.

We hope that even stipends can be written into the legislation for persons while they are in training. I think that vocational ed has been unjustly criticized for not meeting the needs of all the people. Yet there are certain groups that manpower development could reach by giving a subsistence payment who otherwise couldn't touch our programs.

Because of the high mobility of our population the council feels that the Federal Government should assume a greater proportion of the cost of vocational education in each State.

The reason for this is that people are very mobile. When training comes from a local level, as you saw this morning, the largest percentage is local and then State and then Federal, these people will not stay in that same community nor do they probably stay in that same State.

But wherever they go to live they work and they are earning money and they are paying income taxes to the Federal Government.

We feel that vocational ed moneys granted to each State should go to the appropriate State agencies now responsible for its distribution to local schools and meaningful guidelines should accompany the funds to assure strong programs of vocational ed in each State.

We have hit on that in other testimony this morning. We have agencies that have been in the business and have a commitment and it disturbs us to see possibly other agencies now springing up.

These are the main points our council wished me to comment on. Thank you for allowing me to appear before this committee.

I am here for questions.

Mr. **Steiger**. Thank you, Bob. I wonder if I could ask how much money is the council now receiving for its work?

Mr. **Rudiger**. Around $55,000 a year.

Mr. **Steiger**. Is that in the judgment of the council sufficient for it to do its work?

Mr. **Rudiger**. I think so. We work within our budget. The studies that we conduct, by the way, are ones that cut across the school systems. They have research departments of their own.

Mr. **Steiger**. Are you satisfied that the council has served a useful purpose and that establishment of the council has been helpful? Lastly, are you satisfied that the legislation has given to the council sufficient independence and direction and authorization to do the kind of work that you think needs to be done?

Mr. **Rudiger**. Right. I feel that way personally. There are other members of the council here. But we are advisory. We realize that.

Wisconsin is unique in another way in terms of the number of people who are serving on advisory committees. I was just speaking to Bob Sorenson during lunch. He made an indepth study that shows there are roughly 350 occupational advisory committees and the average membership was seven members. So we have roughly about 2,500 to 3,000 labor-management people who are helping advise these programs.

Voice. Bob, the committee might be interested to know that our next council meeting is Tuesday. At that time there is going to be an indepth study presented on the impact of the recommendations of the advisory council since it was founded. In other words, what has come from the recommendations that the council has made, back to the beginning.

Mr. **Steiger**. Are you going to share that with this committee?

Voice. It is going to be presented next Tuesday.

Mr. **Rudiger**. Our next meeting is Tuesday.

Mr. **Steiger**. I trust, Mr. Chairman, if that were shared with the committee that would be acceptable. I think we would all find that would be of interest.

Chairman Perkins?

Chairman **Perkins**. I was impressed with your statement and your use of the word "d-u-a-l."

As a member of the advisory council—where do you envision the most growth in the next 10 years at the secondary or postsecondary level?

Mr. **Rudiger**. Pretty much prior to the 1968 amendments it was a posthigh program. We had home ec and office occupations. But they were not aided at that time in the high schools. Since that time the high school programs have expanded a great deal.

In the years to come the people out there working are going to have to be upgraded more. So it is going to be hard to see down the road just how it is going to go. But I would say they are both growing, actually.

Chairman **Perkins**. Perhaps you could shed some light on the need for additional funds in the future. To what extent should the Federal Government be participating where we are not participating because of the inadequacy of funds in taking care of your applications in Wisconsin?

Assuming you are spending $500 million a day, if you are not receiving what you should to do the job as it should be done, how much more should be spent at the Federal level?

Mr. **Rudiger**. It would be very difficult to give that to you.

Chairman **Perkins**. Judging from your own State.

Mr. **Rudiger**. I would like to see the percentage ratio shifted, as I said in my testimony. I suppose we can use all the money we can get.

Mr. **Lehrmann**. We are getting about 12 percent now Federal. Certainly 25 percent in the foreseeable future would be a realistic goal, I think, to really help us.

Chairman **Perkins**. That would be doubling the amount you presently get.

Mr. **Lehrmann**. Yes, I think that would be a realistic goal.

Chairman **Perkins**. Under the present allocation, $500 million, you feel that $1 billion would be what the Federal Government should be investing?

Mr. **Lehrmann**. If we are to make substantial advancements in the areas that have been presented here this morning, I would think that would be a reasonable goal.

Mr. **Rudiger**. If we could get that amount that is authorized.

Mr. **Lehrmann**. That is the first step.

Mr. **Steiger**. Congressman Meeds?

Mr. **Meeds**. Thank you, Mr. Chairman. I was primarily interested in your advisory board role with regard to the formulation of the 5-year and the 1-year plans.

Would you tell us what role the advisory board is playing in that?

Mr. **Rudiger**. Yes, the State staff work out the rough draft and then we have 10 monthly meetings a year. Whenever they get another section ready of the State plan we check into it.

Mr. **Meeds**. Do they ever talk to you before they start working it out?

Mr. **Rudiger**. They are open to suggestions. The only thing is the date this has to be supplied is moved up every year. Once you think you are going to get on top of this thing then it is going to be a couple of months ahead. So it is very difficult this way. But it can be changed. It has been changed in spots at the rough draft stage.

Mr. **Meeds**. You have had an opportunity to review it and make suggestions prior to its being submitted to the Federal Government?

Mr. **Rudiger**. Right. Otherwise we wouldn't sign.

Mr. **Meeds**. You feel you have had a realistic input?

Mr. **Rudiger**. I would say yes. But I would think we could even improve it if we could ever get the submission date established so they could really plan ahead with this.

Mr. **Meeds**. Is there any instance where the State had not recommended something and you had recommended something and it was then implemented into the State plan after it had been submitted to you?

Mr. **Rudiger.** I can't just right now.

Voice. Bob, I will try to help you. I can't think of any instance in this last year. We were furnished a rough draft. There were several changes made which the council suggested.

A second draft incorporating those was presented to the council. There were changes made in the second draft. As far as I can recall they have never been refused any input with respect to the State plan that was suggested by the council.

I can think of two specific examples. One of them was that at the first review of the first draft it was pointed out that we did emphasize placement activities as a result of that.

We did write in some industrial arts. Those were two specific examples. They were added.

Mr. **Meeds.** Thank you, Mr. Chairman.

Mr. **Steiger.** Mr. Quie?

Mr. **Quie.** First I want to compliment you on your presentation. I have stressed that manpower and education ought to be together. They are so interrelated in that way.

Let me ask you about whether one of the requirements of your council in its evaluation responsibility is to determine the effectiveness of the program as run by the State as well.

Have you done a study on that, the effectiveness?

Mr. **Rudiger.** Yes; each year studies go into this in terms of how well the State fulfilled its function as was stated in the State plan.

Mr. **Quie.** Do you do this on a school-by-school basis or an overall basis?

Mr. **Rudiger.** Overall.

Mr. **Quie.** You don't run down and say "this one is doing better than that one?"

Mr. **Rudiger.** No; not that fine.

Mr. **Quie.** Do you think there would be a value in that?

Mr. **Rudiger.** There might be. One problem would be in getting the data. Sometimes the data doesn't have the same terminology.

Mr. **Quie.** There is quite a difference between the States. Do you find there is even a difference between schools?

Mr. **Rudiger.** The schools have a staff reporting system for the State. But what I am getting at is where they use data from one agency and data from another agency. The same terminology doesn't always coincide.

Mr. **Quie.** Have you evaluated the program since 1968 to point out shortcomings that we can remedy through legislation?

Mr. **Rudiger.** We developed some materials for the national council. I think you people must have the report from the 50 States on the impact of the 1968 legislation since 1968. Maybe copies could be made available to the group of what we submitted to the national council.

We didn't run too many copies. Perhaps we could get some put together that would really tell the story on Wisconsin.

Mr. **Quie.** What the national council put together gives an overview picture. It doesn't give us what some of the problems might be.

Voice. We are continually involved in indepth studies.

Mr. **Quie.** Dealing with national problems?

VOICE. Primarily in the State of Wisconsin involving vocational, technical, and adult education. Those coupled with the annual evaluation report are what you were inquiring about.

Mr. QUIE. Yes.

VOICE. But we have indepth studies on many facets of vocational and technical and adult education in the State. They are the basis and the reason why the council has made recommendations to the department of public instruction and to the State board.

We will find out how many of those have been implemented next Tuesday.

Mr. RUDIGER. We have been a real help, I think, to each of the agencies also. It adds more clout for them when they go to our State legislature. A lot of the problems we deal with are really our own State problems rather than national.

Mr. QUIE. How do you react to what was said this forenoon on how capstone is utilized by about 26 percent of the seniors in the State of Wisconsin and it was mentioned that this ought to be available for 50 to 60 percent.

Has your advisory council looked at that, made a recommendation on that?

Mr. RUDIGER. One of the problems is that Wisconsin has an awful lot of small schools. This one study we are working on deals with how we can get vocational ed to these sparsely populated areas. It is not easy.

If we draw a line, for example, oh, from here down to the southwest corner, I would suggest that two-thirds or three-fourths of the people live there. The rest of it is sparsely populated except in the summer when tourists come in.

Mr. QUIE. That is why all those tourists enjoy it up there. In your recommendation No. 2 you recommend that the Bureau of Vocational, Technical, and Adult Education should be strengthened at the Federal level. I know what you mean. Whenever there is a reorganization they seem to get weaker.

You have also recommended that additional money be made available to fully fund the Occupational Education Amendments of 1972 and the authorizations in the 1963 act with the 1968 amendments, about $1 billion or thereabouts. We would get pretty close to full funding of those acts if we did provide that.

With that money what would you need from the Office of Education besides money?

Mr. RUDIGER. What I would like to see is leadership, at the Federal level, not regulation or policing. I don't know if I am coming through on that.

Mr. QUIE. I see what you mean.

Mr. RUDIGER. The primary responsibility I see is leadership to the districts. We had this going pretty well at one time. This is what Mr. Lehrmann was alluding to.

Mr. QUIE. Do you work at all with the Education Commission of the States?

Mr. RUDIGER. No.

Mr. LEHRMANN. We don't.

Mr. RAMSEY. We do in Milwaukee.

Mr. QUIE. Let me throw out one suggestion for you to look at. The Federal Government and the Office of Education, you are getting leadership from people who are not living in the real world. That is pretty unreal out there by the banks of the Potomac River.

It seems to me the concensus of the education committees in the various States is to be able to speak on a national level. That means you will be speaking through them. I don't see the Office of Education reflecting the views very much of what comes out of the States. I look at the Office of Education reflecting views that come out of OMB. OMB is pretty confused now and naturally the Office of Education is quite confused.

I would think there is a potential of great strength that I suggest you look at.

Those are all the questions I have. I appreciate what you are doing. I still believe we did right when we set up a State advisory council.

Mr. STEIGER. Thank you, Bob, very, very much.

Don McDowell, who is a member of the National Advisory Council on Vocational Education, father of the Marquette County Board Chairman, which is his real claim to fame.

[Prepared statement follows:]

PREPARED STATEMENT OF DONALD N. MCDOWELL, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. Chairman: The National Advisory Council on Vocational Education represents a wide cross-section of the lay public. It reflects a diversity of viewpoints, including among its membership representatives of business, labor, minority groups, educators, students, and the general public. We represent the clients of our vocational education system, and are primarily concerned with seeing that the programs work well, and reach those who need them the most.

The Council does not intend, at this time, to make specific legislative recommendations. We are purposely refraining from taking a formal position on the extension or revision of the Vocational Education Act, until we have had an opportunity to evaluate the various concepts and proposals being generated by other groups and organizations, and a chance to review the information which will be presented to the oversight hearings during the coming months. During this time, we intend to furnish the subcommittee with information and reports being developed by the Council, and before the end of the year will submit formal recommendations.

In considering the Vocational Education Act, we believe we are working from a position of strength, not weakness. The Vocational Education Amendments of 1968 have been extremely effective in improving and expanding vocational education. Despite the fact that appropriations have never reached the levels anticipated by the authorizing legislation, the progress in vocational education has been extraordinary.

The National Advisory Council believes there is nothing basically wrong with the present legislation, and little revision is needed, if the 1968 Amendments, and the occupational education program authorized in the Education Amendments of 1972, are fully implemented, properly administered, and adequately funded. There are certain parts of the legislation which might be changed for the sake of greater effectiveness and ease of administration, but the Council does not support revision of the present laws simply for the sake of change.

This conclusion is based on the Council's continuing review and evaluation of vocational education programs, in addition to intensive activity geared specifically to the oversight hearings. This has included working with the State Advisory Councils on evaluating the impact of the 1968 Amendments as background for these hearings. Those reports from each State Council, and the summary document prepared by the National Council, were submitted to the subcommittee earlier this year.

We have also had weekly consultation with the many organizations concerned with the Vocational Education Act, several of which have drafted specific legislative proposals. We have advised the Bureau of Occupational and Adult Education with respect to its legislative proposals, and maintained contact with other government agencies and private organizations with interest in vocational education, as well as with the Congressional committees and individual Members of Congress.

The Council regularly testifies before the Congressional Appropriations Committees on the vocational education budget, and continues the monitoring of Project Baseline which was initiated at the request of Congress to gather data on vocational training programs throughout the country.

The Council and its staff have met with State Directors of Vocational Education, and with the Education Commission of the States, to ascertain their views on the effectiveness of vocational programs, and the desirability of possible legislative changes. We have participated in EPDA conferences to ascertain the future needs for vocational teachers, and administrators.

During the past year, the National Advisory Council held public hearings on urban vocational education in five representative cities—Washington, D.C., Pittsburgh, Atlanta, Los Angeles, and Houston. We are presently preparing a report on those hearings, with additional input from the Vocational Education Directors of larger cities, and the State Advisory Councils. That report will be furnished to the oversight hearings.

Two other projects sponsored by the Council will also have impact on future legislation. One is an in-depth study by the National Academy of Science on Vocational Research Effectiveness and Needs. The other is a study on duplication and gaps in vocational education in cooperation with the Education Commission of the States.

There are several areas of specific concern to which the Council feels the subcommittee should give particular attention, and which will be emphasized in the Council's formal recommendations later this year. They are:

1. *State planning.*—The state plans as they have developed under the '68 Amendments have tended to become merely compliance documents, to be submitted and filed in order to receive federal dollars, rather than effective planning tools. As the Council stated in its report submitted to the subcommittee in April, the state plan should ideally provide the means for state officials to analyze needs, establish priorities, and allocate scarce resources. The state plan for vocational education should be less restrictive in its formal requirements, and should serve as the basis for a viable planning procedure, with tie-ins to other job training programs, and the state 1202 commission.

2. *Pre-vocational education.*—New legislation should strengthen pre-vocational, or exploratory education as part of the career education concept. The implementation of career education will require interaction among all phases of education. Too often, career education and vocational education are regarded as synonomous, and we should be alert to the opportunity to define the relationship between them. The National Advisory Council is currently preparing a position paper on career education which we will furnish to the subcommittee.

3. *Vocational teacher education.*—On the grounds that there is a surplus of general education teachers, the administration is proceeding to phase out the Education Professions Development Act. There is a continuing need, however, for development of vocational education teachers and administrators, and we urge that authorization for such a program, which is now contained in Part F of EPDA, be incorporated into the Vocational Education Act.

4. *School-to-work.*—The Council has completed the first phase of a School-to-Work study, sponsored by the Office of Economic Opportunity. We will monitor the continuation of this study, which will be financed jointly by the U.S. Office of Education, the Department of Labor, and the Department of Defense. The purpose of the project is to promote cooperation between school districts and the business and labor communities, and help ease the transition of students from the classroom to the world of work.

5. *Categorical funding.*—The Council believes there are certain national priorities in vocational education which must be emphasized. Proposals for consolidation should be carefully evaluated. A degree of consolidation, on a selective basis, could be effective in establishing better vocational education programs at the state level, but national priorities must be recognized. We believe the U.S.

Office of Education should provide leadership in establishing and implementing these national priorities, but Congress also clearly has a role in defining the priorities. Congress has just recently exercised that role by proposing an amendment to the Vocational Education Act to add a new Part J for programs in Bilingual Vocational Education. The Council believes that continued emphasis must be placed on programs for the disadvantaged and the handicapped, and special attention must be given to Indian vocational education.

6. *Out of school youth and adults.*—We need to strengthen programs to reach those who need vocational training, but have left the formal education system. Those who have left school should be able to easily re-enter the system at the appropriate secondary or post-secondary level.

7. *Guidance and counseling.*—We must continually strengthen vocational guidance and counseling programs. The National Advisory Council's Sixth Report, June 1, 1972, recommends that pre-service and in-service programs in vocational and career education be provided for all counselors, and that counselors be made more aware of job opportunities and the labor market demands.

8. *Forward funding.*—The Council continues to urge forward funding for all educational programs and full funding for the expanding vocational education programs.

The Council will continue its review and evaluation of proposals for vocational education legislation by the American Vocational Association, the U.S. Office of Education, and others, which may emerge as the oversight hearings proceed. We will submit final recommendations to the subcommittee at an appropriate date, with other reports during the interim.

On behalf of the National Advisory Council on Vocational Education, I wish to express appreciation for this opportunity to present to you our concerns and activities with respect to the Vocational Education Act.

STATEMENT OF DONALD N. MCDOWELL, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. McDowell. Mr. Chairman, members of the subcommittee, I am delighted to have this opportunity to take just a few minutes today as a member of the 21-man National Advisory Council. We represent a diversity of opinion, business, labor and industry, the youth, the disadvantaged, and the minority groups. So many of the decisions that do come from our council do have a broad perspective.

I have prepared for you just a 3½-page report. I am not going to read it to you. I am going to touch on some of the highlights.

I shouldn't address this to Bill Steiger because of my background the last few years as executive director of the National Future Farmers Foundation and prior to that for 19-plus years I was secretary of agriculture in Wisconsin.

I can't refrain from welcoming you to agricultural Wisconsin as well. I know this is no time for stories. But your coming here reminds me of a little story of the hippie who was on LSD and he had some cheese. He took a trip to Wisconsin.

For a few moments I am going to disgress from what I am going to say on behalf of the national council because my good friend Congressman Quie has opened a subject that I must comment on when he talks about agricultural education.

In prehistoric days I was an agricultural teacher for 9 years prior to that. But I still claim my No. 1 occupation is actually farming in Bill's district.

The presentation has a few ideas of the Council. Our main goal, gentlemen, is to do whatever the National Council can to provide the best vocational education for any people in America who need that kind of additional or supplemental training as well as the career education, the secondary and postsecondary.

The Council does not have legislative proposals to make to you today. This will come at a later time. We emphasize that the Council is carefully evaluating proposals which some of you have discussed.

Dr. Bill Pierce on many occasions has sat in and listened to what the National Council is developing.

We have had some input but we have not come up with final evaluation of those. We will at a later date at the appropriate time as our staff will work together with you.

These hearings, we believe, are starting from a strength and not from weakness. We have problem, yes. But we believe that there is nothing so wrong with the vocational education amendments of 1968 and 1972 as they relate to the act of 1963, but if they were fully implemented and properly administered and adequately funded, the problems would be solved.

Vocational education in Wisconsin is well and going strong. I had the opportunity to be in many other States. The fantastic improvement in vocational education demonstrates the foresight which you gentlemen had when you passed these acts and the amendments in the past.

There probably are some things that need to be changed. But the National Council wants to make it clear that there are no massive changes as they see it at this time. We would hope that there would not be revisions just for the sake of change.

I want to touch briefly on something that has been touched on in the written report. That is the work of the State advisory council. We are very familiar of their work in our work with the State. You just asked Bob Rudiger a question a few minutes ago about the report of all State advisory councils. I believe this was furnished to all members of your committee. This was the work of all State advisory councils put together by the National Council.

Also you have in your subcommittee offices a copy of the report from each and every State. So that is available.

I believe we sent Mr. Jennings a copy, one for each State. So those are available to you. If you wish further information we will be glad to supply it from the National Council office.

We feel quite happy that our staff has had a general opportunity to meet with Mr. Jennings and Mr. Radcliffe from time to time and we have appreciated that relationship and interplay between the National Council and your subcommittee.

I have got to digress here because the question came up two or three times this morning about this deemphasis of staff in Washington. We asked for a report and a study about a year ago, not quite, about 10 months ago, as to what has happened in the way of staffing at the U.S. Office of Education.

In 1966 there were 168 professional people in the U.S. Office of Education and 110 in the field. These were documented figures. This number has consistently gone down. I am not so sure sometimes, gentlemen, that they shouldn't reduce some of the people. But nevertheless as they have disintegrated, the support from Washington, it has had its effect at the State level.

Just a week before last I spoke before a vocational meeting in North Carolina. I found there quite a deterioration in attitude toward the vocational people there. It is brought about because of a lack of leadership from Washington in the minds of some of the folks. I just submit this as being one of the problems that we see in Washington, the deemphasis of vocational education.

There is a tendency for the academic leadership back in the States to do likewise. They have a number of States that have done this deemphasis, going on down to where in July of 1967 it was down to a ceiling of 99 people. They had aboard at that time 77. I have it for each year period.

On June 30, 1971, they had a ceiling of 75. There were 71 employed by June of 1973. They had an authorized ceiling of 45. They had 43 aboard last September 18. They had a ceiling of 31 with 36 aboard.

We are told that for 1974 the ceiling is still 31. So there is a deemphasis of vocational education across the board. That has taken place in the U.S. Office of Education.

There is a lot of rhetoric back and forth. But there has been a deemphasis, whether it is good or bad.

We submit to you that a good look-see by the subcommittee will be very appropriate at this time.

I have noticed in the field of agricultural education—Mr. Quie, I can't help but refer back to that. You asked a question if there was no categorical aid like designated for agriculture. In Future Farmers, for example, there has been a 22,000-membership increase in Future Farmers in less than a year now.

I spent time in about six or eight schools and meeting with about one-half dozen different groups in Hawaii back in February. The deemphasis of vocational agriculture in Hawaii is nothing short of disastrous.

I submit to you several States in the southeastern part of the United States—you don't have to go very far south of Wisconsin to find the same kind of deterioration.

I disgress. That isn't part of the Council's report, you understand.

I will just point out several specific concerns of the Council which we would recommend this subcommittee to give special consideration to.

I haven't elaborated on them too much but will just touch on them.

First, State planning. Too many of the State plans in the past, we fear, have been to qualify for Federal inspection to get dollars rather than long-range planning for a good, sound, long-range effective planning tool for vocational education.

Again, I submit this is not so in Wisconsin. They are doing a long-range planning job.

No. 2, prevocational education, that is, career education. We fear that there has been a confused definition of career education and a lot of folks have used career education and vocational education synonymously. We do not subscribe to this. Vocational education is a part of career education. The Council is preparing a very definite position paper on career education. It should be ready within the next 2 months. I will be glad to submit this to you.

No. 3, the vocational teacher—EPDA, if you please—those funds have been cut out. I think you should take a look-see when we have too many teachers coming into vocational education who are not trained for this work.

No. 4, school-to-work program. There is a study being made by the National Advisory Council which has been moved into a joint study with the Department of Education, the Department of Defense and Labor. It is going to reflect on the transition of students from the classroom to the world of work.

Mr. **QUIE**. How does that compare with Project Baseline?

Mr. **McDOWELL**. Project Baseline is a study in Arizona. We are just monitoring it. This is to find out the statistics in a system whereby we can evaluate what is happening in vocational education.

The school-to-work program is going into several schools, almost entirely in larger cities, I believe, where they are developing a system whereby young folks coming through the vocational training programs in the high school have a direct liasion to the industry and the community and the world of work.

So there is a transition very smoothly from education to industry. We are very pleased with that. We will have a report on this as time goes on. It is only in its first phase now, Congressman, but we think it is going to have a very direct bearing. It has got a lot of enthusiastic support.

I would ephasize, however, that we are continuing to monitor Baseline. But here again it is taking longer. It is more complicated than was originally thought. The Council is not doing this. We are just monitoring.

No. 5, categorical funding; the National Council believes that there are quite possibly areas for consolidations. Several of our staff visited with your staff on this.

There must be categorical funding for the disadvantaged and the handicapped, Indian vocational education, the bilingual education that you folks have identified recently and some of these other matters.

So we are not saying to you at this time that it necessarily should be. I think Mr. Lehrmann covered this beautifully in his presentation.

Categorical funding of agricultural and home economics, Congressman Quie, I will leave that to your better judgment but it is pretty important.

No. 6 is the out-of-school youth and adults. In other words, the reentry back into vocational education is really important. That is one of the areas you may want to take an extra look at.

Guidance and counseling, we think it needs strengthening. We reflect this in our sixth report. You folks all have copies of this.

When we get into guidance and counseling we are also talking about Indian education. We put out a special report on the Indian education in the vocational field.

Coming back to guidance and counsel, I will not belabor you with my own pet peeves on this. It is one of my areas of concern for many, many years.

We have not had the proper counseling and guidance work in the schools. This was touched on beautifully and I subscribe to the comments that were made earlier. Our National Council would go along with this.

No. 8, forward funding, or full funding. I think the need has been shown for school to know ahead of time what funds they are going to have to work with.

Full funding has been mentioned here. You asked the question how many dollars would it take to actually full fund.

The Council reviewed two different avenues. One is a study made of all State plans sent in. The figure as best we can recall back in 1972, which is 2 years outdated, was something between $700,000 and $800,000 at that time.

If you would look on page 7 of this report the State advisory council sent in, the figure in here is from a different angle.

But if we go the same rate without any inflation it would be—this is not a facetious number and when I first saw it I decided we would not reach the educational level desired until the year 2165. This is just based statistically. A computer spat that one out.

But the point is it is probably going to take now somewhere between $800,000 to $1 billion to put vocational education on a full-funding basis.

In the years from 1985 to 2000 we still will need less than 20 percent of the working force of America to have a 4-year baccalaureate degree or more, which means that over 80 percent of our people in America have got to have a skill, vocational or technical training. This is what vocational education is kind of all about.

Wrapping up my comments here, the Council will continue to evaluate the proposals that are being developed. The ABA has done a lot of work on this, U.S. Office of Education. There are many things we don't quite approve of. But we will evaluate those and submit them. We will stay in touch with Mr. Jennings and Mr. Radcliff.

We will submit these, Jack, any time you think the subcommittee is ready for them.

I would just close by saying we appreciate so much your coming to Wisconsin and for giving us, the National Advisory Council, an opportunity to present our thoughts to you today.

Mr. Chairman, those are my comments.

Mr. STEIGER. Thank you, Don McDowell.

Lloyd Meeds?

Mr. MEEDS. Thank you, Mr. Chairman.

One of the duties of the National Advisory Council is to conduct independent evaluations of programs.

Can you tell me of any such independent evaluations and what resulted therefrom?

Mr. MCDOWELL. Yes, we have a committee on evaluations. We just touched on the school-to-work program, the Project Baseline. One of the other projects is duplication of effort. We have had special efforts on this by a special Council committee.

At our last meeting we set up three committees for seven members of our Council on each one. One of those is to evaluate the programs. Primarily our evaluations have been as they have been reported to us by the State advisory councils.

The other thing that I forgot to mention here in my notes, we have held five hearings to review urban vocational education. The first one in Washington, D.C., Pittsburgh, Atlanta, Houston, and Los Angeles, I believe.

Mr. MEEDS. Those were oversight hearings?

Mr. McDOWELL. You might call them that, yes. But there were business and students coming up to give their views as to what is wrong or right. We found that there was much more wrong than right with the vocational education in the urban areas. This report is in the process of being written, Mr. Meeds. We will definitely get this report to you as quickly as it is done.

Mr. MEEDS. As I understood the first part of your testimony your recommendation-making function you carry out by report.

Mr. McDOWELL. By report and also by conference or testimony. One of the members of our Council will be testifying before the Appropriations Subcommittee on the 17th. That is next Tuesday or Wednesday.

But as far as the recommendations are concerned we feel that all we try to do is develop them and pass them on to you folks.

We think that our recommendations must go to three different channels according to the legislation. One is to Congress, one is to the administration and the other is to the U.S. Office of Education in HEW. Sometimes we have a little more trouble with HEW than we have otherwise.

Mr. MEEDS. How long have you been with the National Advisory Council?

Mr. McDOWELL. I am in my fifth year, second appointment.

Mr. MEEDS. Would you give me a for instance during that 5-year period you were aboard in which the Council made a recommendation which was accepted?

Mr. McDOWELL. Yes, I think I can. I can give you two or three. I will start with one we made at the White House.

Mr. MEEDS. We have made some recommendations there, too.

Mr. McDOWELL. My statement now, Mr. Meeds, is that we couldn't get into the White House at all until Mr. Laird was there. Then we had an opportunity for the first time to get to the people who were establishing policy. We had meetings right up until the day we were in Mel Laird's office and he walked out and the next morning he said he had met with the President and submitted his resignation.

So we had input up until that time. Since then we haven't had it.

But, yet, yes, I believe that probably our recommendations on several occasions to the Office of Education have been listened to. But some of the discipline identity has been maintained in a peculiar way. They definitely were killing that until the Council met with them.

At the time that Dr. Bob Worthington was Deputy Commissioner there was a good rapport. We seemed to be developing a good rapport with Dr. Pierce and still better with the advent of Ted Bell coming in as Commissioner of Education. We have had a chance, an opportunity, to sit down with Mrs. Trotter and the whole attitude of rapport back and forth, not that our Council has the final answer, we kind of evaluate ourselves as being the eyes and ears of the lay people around the country.

I think there has been interest in the Appropriations Subcommittee when members of our Council have appeared.

Mr. MEEDS. We have a recommendation with regard to the cutting out of funds in the Education Profession and Development Act for vocational teachers and administrators.

Mr. McDowell. We in the Council have felt there should be funds for this purpose. The reason for this feeling is that we have such a shortage of well-trained vocational teachers that have to do both inservice and preservice work in professional development.

So I think EPDA should be continued at some level in order that we can maintain it personally.

In vocational agriculture there are shortages of 400 or 500 at this moment.

We have so many excellent teachers around. Maybe with a little Profession and Development Act input here we might be able to help some of these teachers get oriented for professional vocational education.

Mr. Meeds. I think Mr. Steiger and Mr. Quie remember there were three of us at one time who urged the passage of the 1968 act assisting teacher training and administrative training provision in the vocational act.

We only compromised with the administration on that with the full understanding that they would put the money in, in the Education Profession Development Act, and fund those things and now here we find——

Mr. McDowell. It was completely eliminated the last go-around.

Mr. Meeds. I know it. That is very disconcerting.

I hope you will have something to say about that for the Advisory Council.

Thank you very much.

Thank you, Mr. Chairman.

Mr. Steiger. Mr. Perkins?

Chairman Perkins. No questions.

Mr. Steiger. Al Quie?

Mr. Quie. Let me ask you about the student organizations. You have been closely involved with them. What about the Council?

Mr. McDowell. Yes, the Council has taken a very positive, aggressive stand in urging the continuance and the expansion of youth organizations in all disciplines.

It is hard, maybe, to realize but we do have on the Council a former national officer of DECA. We have Mrs. Martha Bachman who has been very active in vocational education. youth organizations nationally, the OEO and the rest of them coming to the Council at least twice a year.

They are very strong. They have assisted every vocational program so that the youth organizations are an integral part, an inseparable part, of the study program.

Mr. Quie. Is this listed in this yellow sheet here? Is that the list nationally?

Mr. McDowell. There are six.

Mr. Quie. There are five here. Two of them are together.

Mr. McDowell. That would be the sixth. There is a seventh one we look forward to, the Health Services Organization. They have been a part of DECA up to the present time.

There are several States coming out with youth organizations on the Health Occupation Services.

Is there one in Wisconsin yet?

Voice. It is coming.

Mr. McDowell. It is in the formative stage.

Mr. Quie. Don, how about the role of the youth organizations?

Mr. McDowell. I feel very strongly that Congress could move to make these youth organizations an integral part of the curriculum. On the other hand I know that a majority of the youth organizations would differ with this view.

I do not believe that we need money put into the youth organizations through congressional appropriations. I think they can stand on their own feet except that I think the office staff in the U.S. Office of Education, Congress could very well have one person on the Federal payroll who was responsible for each of the youth organizations. There is one for FFA. There has been one for FHA. There is a part-time person for distributive education.

I think it would be money well spent to put a person designated full-time to work in the area of youth organizations.

FFA has enjoyed a very responsible input through Public Law 740 which authorizes FFA. It is the only organization with a national charter.

People are hesitant to open up the Vocational Act' But it needs redoing. They are afraid Congress will say, You are the only one. You don't need any. Or in one charter all youth organizations will be put in. This may take behind-the-scenes action. But I think there should be congressional——

Mr. Quie. What is wrong with the latter?

Mr. McDowell. Nothing, in my opinion. I am not expressing the opinion of the rest of FFA. Nothing, no.

I think that if Congress came right out and made a law and specified that each of these youth organizations were a part of this program—FFA does not do postsecondary except as a continuing FFA. But there are these young farmer groups. There is a tremendous movement in America on that. DECA has two different groups in there. They have a secondary and a postsecondary.

I think Congress could take a step once and for all to really implant—you see there was, a deemphasis in the Office of Education where they said they had to throw out these youth organizations.

Just the time I came into the picture here when I was still Secretary of Agriculture in Wisconsin I was in Washington when some things happened, I can't go into detail, where they mowed FFA right out of the Office of Education when some of these youth organizations were just coming into their real strong effective being at that time. So there has been a push down by the U.S. Office of Education.

I think if Congress would stand up and say, This is part of your work, because this leadership training they get from these organizations is just as important as the technical know-how they are getting out of the classroom.

Mr. Quie. The last question I have on that is, has the Council looked at all at the Youth Conservation Corps? Lloyd Meeds is the guy that is carrying the load and most of the leadership in Congress on that. It seems to me it has started slow but it has tremendous potential to it.

Again, tying this into what we talked about earlier, job experience, work experience.

Mr. McDowell. I know something about the group. I don't think we have even—I just digress to say that when I went on the council in 1969 the word "agriculture" never appears in a single minute of the National Council on Vocational Education. I am sure it has appeared there since. I wonder if this is something we should explore.

Mr. Quie. I would think that you should.

Mr. McDowell. May I raise a question? Mr. Meeds, are you closely associated with that in your work through your congressional committee?

Mr. Meeds. I am one of the parents.

Mr. McDowell. All right, we will arrange to have you come down and visit with the national council and explain it.

Mr. Meeds. I would be delighted to.

Mr. McDowell. Our next meeting is in August.

We will be back to you.

Mr. Steiger. Thank you, Don. Thank you very much.

One of the students had to leave to go to Eau Claire. Can we break for a minute and then have whoever of that student panel had to leave right here?

STATEMENT OF ROXANNE BRICE, FBLA STATE STAFF, SECRETARY TO BUSINESS AND OFFICE EDUCATION CONSULTANTS

Miss Brice. The students' educational experiences are only as successful as the program provided and the guidance they receive and continued counseling as the entire scope of the experience enfolds.

It is for this reason of seeking to ensure the continued complete comprehensive complete program is why they are widespread throughout the Nation and growing fast.

Wisconsin students are engaged in varied activities in the high schools through the vocational clubs, Future Farmers of America, Future Homemakers of America, Distributive Education Clubs of America, Future Business Leaders of America.

I am sure that anyone who has witnessed our students in action will agree that they definitely are getting experience that is otherwise unavailable in only the classroom setting.

Not only are our members developing leadership potentials through conference plans, public speaking, competition at State and national levels, they are becoming involved in any number of community and service projects that they are displaying to their peers, school officials and anyone willing to observe that they are sincerely interested in their vocational goals and are doing as much as they can, voluntarily, I might add, to enrich their educational experience.

As a result of this, enrollments in all classes, whether it be capstone co-op or others, as their enthusiasm builds these vocational student organization members are the ones that will be ahead of others in securing jobs for employment.

My personal vocational student organization experience has been with Future Business Leaders of America. My high school courses consisted of business and office education courses and led directly to my career objective in the secretarial area.

As you know, business subjects or any subjects can become dull or tedious unless they are truly motivated. When I became a member of FBLA the entire experience began to click into place and motivation did set in. I might have missed this knowledge of the business world had I not been in constant contact with it.

I also realized we can go as far as we personally desire only if we extend ourselves and make use of the opportunities available to young people.

Many, many people left impressions on me as they still do. It is for that reason that we must all work together to encourage this for as many students as possible. We can work together on many projects and learn from each other.

At this time I am fortunate to work with the Wisconsin Department of Public Instruction as a secretary for the business and office education consultants and serving as their field State adviser.

Oftentimes my experiences bring me into contact with educators and students who have not come into contact with these vocational student organizations and have not really been a part of them for this reason: The fact that we have not reached them.

I feel that someone somewhere is letting many students down. We must try to reach all potential members of the organizations with the organizations' purposes and goals.

We must help them make a choice as to whether they do want to become an active part. One of the most valuable parts of these student youth organizations is the fact that membership is voluntary. Just seeking membership alone displays an individual's motivation because he has shown that he wants to be involved in insuring that their adult years will be worthwhile.

We must remember that voluntary membership has a drawback. We can't expect a student to become a member of a club, as inadequate as that description is, unless they can readily see what rewards membership will bring them.

We will always have competition with athletics, the usher's club, pep club and a long list of others. While we do not discredit their value to the student, the vocational student education organizations are intercurricular rather than extracurricular. The activities join hand in hand with the classroom experience to provide a complete comprehensive program.

Much has been done. We see this continuing just as we went over a few of the statistics to see where growth has occurred. But the only way we could face the big job ahead and reach all these potential people is to let them taste the merits of membership.

For example, in business and office education we have about nearly 4,000 FBLA members who are asking other business and office education students to join their activities. This must be on the State level. We have to provide the leadership. We have to instill in our teachers and our potential teachers the desire to bring these opportunities to students, and more important, once the desire is there, to show them how it is done. If we do not provide this we are letting the students down.

Maybe they won't realize it until they are seeking a job and someone with a student organization background will win out over them.

Wisconsin has a full-time State adviser for the Future Business Leaders of America. He is a business and office education consultant. I am lucky enough to be able to assist him. Much progress has been seen. But we have set high goals and are hoping to reach as many of our students as possible.

We sincerely want our students to realize the benefits of this active membership. This desire to do as much as can be done is characterized by all the leaders who work with the organizations.

Many doors can be opened for students through the student organizations. I do see that there is growth. I see this every day. I also recognize the fact that this growth is the result of dedicated efforts of public instruction personnel, local administrators, businessmen and women who want to spread the story, committee members, past and present, vocational student organization members and support from those who do seem to be working together. That is the kind of encouragement we can grow on.

We realize that there are benefits that everyone will experience. The test that lies ahead is a large one. I am proud to be working toward it because there is nothing more gratifying than doing something to help and share with others what one has experienced on their own.

It is nothing less than gratifying to see the support given vocational education and the vocational student organizations by the Wisconsin Department of Public Instruction, the State government, and more important, or at least as important, our Federal Government.

I thank you for letting me share my concerns.

I will be happy to answer your questions.

Mr. STEIGER. This has been Roxy Brice, originally from Eau Claire High School. Am I correct?

Miss BRICE. Right.

Mr. STEIGER. Now working for DPI.

Are there any questions?

You did an excellent job. Thank you.

Mr. MEEDS. How did you make the decision to go into the type of training that you did?

Miss BRICE. I made a few decisions after I had started taking business courses such as typing and so on.

I was working to be a veterinarian. I assisted a veterinarian but I felt too sorry for the animals. I would have let them all go home without their shots. But it took a little while for me to narrow it down.

But I am glad I made the decision early. I decided that office and business area was what I wanted. By the time I graduated I had taken as many business subjects as I could possibly get into a day. The cooperative work experience on the job in my senior year was as important, I would say, as the entire educational training was to me.

Mr. MEEDS. How did your parents feel about your decision?

Miss BRICE. They were happy. They knew that I didn't have a desire, really, to go to college. I just wasn't a college-oriented person. So they were happy that at least I narrowed it down so that I would have a skill and not going to college just because that was all there was for me.

Mr. MEEDS. Thank you very much.

Mr. STEIGER. Thank you, Roxy, very much.

Ray Jondahl, can we take you as a member from the State advisory council on vocational education?

Then we will come to the student panel.

[Prepared statement follows:]

Prepared Statement of Ray O. Jondahl, Director, Public Affairs, Western Publishing Co., Racine, Wis.

My name is Ray Jondahl. I live in Racine, Wisconsin. I am Director of Public Affairs for Western Publishing Co. I have been interested in Vocational and Technical Education from industry's viewpoint and see an increasing need for greater research and development of programs to provide trained people for the expanding industries in our state. One or two years of technical training can provide productive employees for our state's type of industry. I believe the time has arrived to re-arrange our priorities in the education field to greater emphasis on short term technical training in various fields and less emphasis on degree education.

There is and has been a great need to develop a program of Career education based on learning what field a person has the greatest aptitude for. Developing that talent to the end that more people are working at what they can and like to do best. This should lead to a far more productive society, with less effort and nervous tensions, less need for drink and drugs to relieve the tensions of work frustrations caused by being a "square peg in a round hole". Most people have latent talents not found until late in life because they were never explored or stimulated. We've been too busy with reading, writing and arithmetic and a College Degree.

We are told that 52% of the High School graduates do not go on to College. If this is true we should devote more of our Education Dollars to fitting them for a world of productive effort using the talents they have. This will require the continued funding of Vocational and Technical Education at a National level. Maybe not any more dollars, (except for inflation and growth in population numbers) but re-directing funds.

Industry is the productive arm of our society and must be nourished and grow to provide the needs and services people require. This can best be done by training people for the World of Work.

I want to thank this Committee for allowing me the opportunity to appear and testify.

STATEMENT OF RAY JONDAHL, MEMBER, STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. Jondahl. Mr. Chairman, distinguished members of the committee, I do appreciate being here. I told Congressman Quie that I thought we had something in common, that I was born and raised in Minnesota. I have always been happy to say I was from Minnesota.

I want to say to Chairman Perkins that his reminiscing about capping or tapping off the stack of hay is one of the reasons I left Minnesota. I didn't see much future in that type of performance.

So here I am as a transplant. Bill, you and I, this is the second different experience we have been associated in. I think the last time we were together you were the young dynamic assemblyman speaking at the youth in government program for the YMCA. It is nice to see you in this field.

My name is Ray Jondahl. I have some copies I was asked to bring. Let me say that any comparison between what I say and what is on the paper is purely accidental at this time because the people who have preceded me have covered the main points far more eloquently than I could do.

So I would like to present my point on a personal basis as Congressman Perkins was disposed to do this morning on occasion.

I would like to say that many years ago I came from a farm in Minnesota to Wisconsin and worked for my board and room to finish high school. When I was through with high school no one indicated that I had any place to go except to work because I couldn't go to college.

So I went to work as an apprentice in a printing plant. In many cases people were working because they wanted to eat not because they enjoyed what they were doing or had any relationship to what their real attitude was.

So I have been concerned with a type of vocational education or a type of education that would alert in people starting at any early age, No. 1, the desire to work productively, and, No. 2, a desire to create something as they worked rather than just running on a treadmill.

I find that this has brought very little happiness to a lot of people who go to work and go home from work in a rather monotonous work and because of that do not produce much less wealth and greater happiness than they should.

Later on for 3 years as president of the Wisconsin State Chamber of Commerce I traversed the State from north to south, from east to west, visiting with industries and business groups and found that the situation was the same all around the State as it was in Racine.

That was that we had a need to train people in careers and some technical fields or to accentuate the aptitudes in such a way that they could work on a productive basis and create wealth in order to carry on the needs that come upon us from day to day.

We have attempted through committees of the State chamber to become much more alert to the educational problems. The recent addition of Gene Lehrmann to my committee on education of the State chamber, I think, works toward a much closer alliance between that phase of our education system and the business sector than we have had in the past.

Industry has a need for a lot more people, workers, employees with a year or two of technical training to fill jobs.

It never quite made sense to me when I would read the papers on Sunday with the list of employees needed and read the column about the number of unemployed and some way put them together.

I guess the program I was thinking of all along is what somebody has given the name of "career education." Of all the things I heard this morning in the remarks the young lady just made, I believe essentially people want to work if their aptitudes are alerted. I believe many more people can and will work creatively and productively.

I would close my short remarks with the last paragraph of the typed paper you received. That is: Industry is the productive arm of our society and must be nourished and grow to provide the needs and services people require. This can best be done by training people for the world of work.

I thank you for the opportunity to appear.

Mr. STEIGER. Thank you very, very, very much.

Mr. Chairman, any questions?

Chairman **Perkins**. I just want to compliment you. You have stated facts that should be stated.

Mr. **Steiger**. Lloyd Meeds?

Mr. **Meeds**. Thank you, Mr. Chairman. Let me say, Mr. Jondahl, that if you were born in Minnesota and moved to Wisconsin you would be right at home in Washington, too, with a name like Jondahl.

I was particularly struck by your understanding that what we really need to do is to keep people from being square pegs in round holes. I compliment you for that.

I just hope we can find better ways. I think this is the challenge of all education, to prevent that. I think, further, that vocational, technical, career, and occupational education have gone a long way in filling that gap that has existed in our society. We have a long way to go yet.

I am sure you would agree with me.

Mr. **Jondahl**. I certainly do. I sometimes think that maybe there is a gap in our program between high school and college. I think everybody should have a shot at it, so to speak, to see what they really want to do.

I know people who have gone to college who don't have any idea when they go why they want a college education.

I keep thinking that somewhere there is a missing link, that our hands, our brains, our facilities can produce more concrete effort than we are getting out of it.

Mr. **Meeds**. If Mr. Quie were here, I am sure he would agree with me that by testing you might be able to do more in this field.

Mr. **Jondahl**. Someone someday will come up with a machine that will do that.

Mr. **Steiger**. Thank you, Ray. I must say that the State chamber has moved much more aggressively in recent times and have more directly involved themselves in vocational, technical adult education.

With Gene Lehrmann going on, that linkage makes sense. It should have been done before.

Mr. **Jondahl**. It takes a little while. We had to change our bylaws in order to make it possible for an educator to be on our board. But we now have an educator on our board. These things come through a little more insight and hindsight.

Mr. **Steiger**. That is excellent. Thanks very much for coming today.

Mr. **Jondahl**. Thank you.

Mr. **Steiger**. Can we go then to the student panel and let me have each of them make their brief presentations. Then we will save our questions until we get through, Mr. Chairman, if that will be acceptable to you.

I want to compliment Gene Lehrmann and Bob Sorenson and the others who have been involved in putting together the group to testify here today and that they have been willing to have a panel made up of the participants of the vocational education system.

I think that is one of the things we don't often pay enough attention to.

The following students will make presentations: Dennis Powers, a student at Fox Lake campus, for Moraine Park; Lynne Kult, a graduate; Ted Moritsky, from Moraine Park Technical Institute; Lenny Langkau, from the Oshkosh Public Schools; and Antonio Mendez, who is a 1-year machine-tool student.

[Prepared statement follows:]

PREPARED STATEMENT OF DENNIS POWERS, INMATE, WISCONSIN CORRECTIONAL INSTITUTION, FOX LAKE

MORAINE PARK REVOLUTIONIZES THE REHABILITATION PROCESS: WHAT IT MEANS TO AN INMATE

Not so long ago, it seemed that the only thing society wanted in regards to convicted criminals was to have them locked up for a period of time, thereby isolating society from these dangerous men. The main idea, I suppose, was to scare these men by making life miserable for them in prison so that they would "go straight" for fear of being sent back into the hell they had once experienced. Needless to say, society didn't want criminals; rather they wanted responsible, self-sustaining men and women—productive members of society.

Over the years, it was finally realized that fear of imprisonment alone could not help a man become this desirable entity—if he hadn't the skills or education necessary to qualify for and hold onto a job. More and more it was recognized that the majority of incarcerated men had turned to crime because of a lack of feasible alternatives.

Too, it was realized that these men were not, on the whole, coming out of prison with an attitude conducive to productivity in society, but rather with a feeling of embitterment towards not only those who were directly involved with sending them to prison, but towards an entire society of seemingly sadistic people who condoned the de-humanization and horror they had witnessed in the prison.

With the recognition of these facts was also recognized the fact that an entirely new concept of incarceration must be instituted—a concept of preparing incarcerated individuals to be able to lead productive, useful lives when released. The philosophy of de-humanization and punishment of criminals was replaced with one of meaningful and humane rehabilitation. Webster tells us that rehabilitation is the "restoring to a condition of useful and constructive activity."

Finally, the key to the whole idea was found when people finally realized that, if men were to acquire job or trade education while incarcerated, chances were good that they would be better able to find a productive future upon release back into society. The key, they saw, was education.

Slowly around the country, prison educational facilities cropped up, including academic, vocational, technical and sometimes even college courses. Many prisons instituted study release and work release involving on-the-job training programs. These programs involved sending people out to school or work at places where they could learn or accumulate good work habits. Inside a lot of prisons, teachers and instructors were hired to teach incarcerated men and women either on the academic or vocational-technical level.

A problem arose in that, except at the academic level, most courses offered were either superfluous in nature because of a nil job market, or otherwise ineffectual in preparing a man for a highly competitive job market because of a lack of accreditation and recognized diplomas and/or certificates. A man involved in one of these vocational-technical courses usually ended up with a feeling of "spinning his wheels to a dead end" in the area he had chosen with the hope of becoming a useful member of society.

Inmates became leary at the courses offered—asking what the good of a course was if the education received was not recognized by potential employers or other schools. Hence, the educational deficiencies so prevalent in our prisons were not yet fully solved.

Dr. Robert Sorensen, Director of the Moraine Park Technical Institute (MPTI) in Fond du Lac, Wisconsin, holds the philosophy that vocational-technical training should be made available to all adults who need or desire it and that this most certainly includes the men and women incarcerated in our penal institutions. If a man or woman enter a prison without the skills required to make a good living on the streets, it is ridiculous to return them to society with these same deficiencies.

Several influential men in the State of Wisconsin have realized that, if incarcerated individuals should become responsible, self-sustaining members of society, people in a position to help *must* become involved. Out of this philosophy evolved what is known as the Inter-Agency Committee on Corrections (IACC).

Members of the IACC include such people as John Schmitt, President of the Wisconsin AFL–CIO and also chairman of the committee; and Bert Zien, a member of the Wisconsin State Board of VTAE. Other agencies represented on the committee are the Division of Corrections; Division of Vocational Rehabilitation; University of Wisconsin; Moraine Park VTAE District; Northeast Wisconsin VTAE District; State Manpower Planning Council; State Department of Industrial, Labor and Human Relations; Division of Community and Manpower Education; and the wardens of the Green Bay State Reformatory and the Wisconsin Correctional Institution at Fox Lake.

Besides the regular members, there are also many consultants who attend the monthly meetings of the IACC. These consultants are from many various fields of interest, all of which are inter-related and have some bearing on the work of the IACC. Among the most important of these consultants are those who are directly responsible for carrying out the work the committee plans and keeping this committee on top of the progress and needs of the various projects that are either in progress or being planned.

It was decided by the committee that a student-inmate representative who is involved in one of the programs already underway could perhaps be useful in formulating new programs and evaluating some of those already in existence. Subsequently, I was introduced to and accepted as a member of the IACC in April, 1974. Since then, I have been able to "get on top of things," so to speak, and learn about the composition and function of the IACC and its consultant members, but more importantly, the economics and/or paperwork involved in the special project I am involved in and others planned for the future.

The philisophy of the committee is simple: to help with fully accredited vocational and technical education, the men and women in the prison system of Wisconsin to become productive, useful members of society.

In view of this goal, the committee has instituted or are planning several projects that basically put these accredited programs into the various Wisconsin institutions.

The project that I am involved in and am going to discuss is the one at the Wisconsin Correctional Institution (WCI) at Fox Lake. The vocational and technical programs offered here are a cooperative programming project between the Wisconsin Division of Corrections, specifically WCI and the Moraine Park Technical Institute, under the directorship of Dr. Robert Sorensen.

The school at WCI is known as the MPTI Fox Lake Campus and diplomas and/or certificates are issued by MPTI upon the inmate-student's completion of his program.

Because the Fox Lake Campus is located within an institution which receives new men almost every week, the programs are open-ended. This means that a person can start at anytime during the calendar year and finish at pretty much his own rate. My opinion of this type of curriculum is that, for an institution, and besides its obvious necessity, it is very good. I say this because it is common knowledge that all men do not learn at the same speed. From what I have seen of the students here, the pressure that is relieved by removing the structural time schedule usually found in schools is an assent to their learning. Of course, the teachers play an important role in the motivation of the students—and they must be doing their job here, because for the most part, I have seen no real motivation problem among my fellow students.

On Saturday, May 11, 1974, this project made history. On that night, 74 inmates were offered as candidates for diplomas or certificates (since then, 4 men have withdrawn, so the figure is now at 70.) Forty-four of the men have already finished their program and received the diploma or certificate and the rest, including myself, are scheduled to complete by August 31, 1974. The graduation ceremony held that night marks a new first in the United States penal history—one more step towards that coveted "rehabilitation."

But, though a great step, it is still in my opinon, just one step of many more to come if rehabilitation is to become a reality. I say this because I see many places for improvement and change. I will list as many of these as I can:

With the open-ended curriculum structure we have here, there is a great need for personalized instruction. The classes are kept as small as possible for this reason, which many times leaves a man on a waiting list for long periods of time. I see in this a need for more than one instructor in some of the programs—perhaps 2 or more in the same classroom.

On the same note, a greater abundance of learning aids and instructional materials is needed. By this I mean such items as learning machines, workbooks, etc. Although these items are not needed by all students, I believe they are a necessity for many.

One of the great needs here is classroom equipment. There are a certain number of items in each program that are listed as essential in order to gain accreditation for that program, but in many cases this list is the bare minimum. For example, I will relate the situation in the Electronics Servicing Program, in which I am enrolled. The program has attained accreditation, but the number of pieces of equipment is not adequate for the number of students involved. I have seen times when a student was left to idleness for a period of 2 or more days for lack of the use of an oscilloscope in good working order. Or on the other extreme, a radio left unrepaired for lack of a twenty cent resistor.

There is also the problem that this is first an institution—the school is only secondary. In order for this project, and others like it, to reach full potential the concept must be changed to put the *school first*. This "prison of the future's" sole function would be as a campus of an existing educational institution, and all inmates would be students, except for the few necessary to maintain the grounds, etc. I think that the total school atmosphere created by this campus concept is a very basic part of school. Extrapolating from that concept, one could envision a multitude of other possibilities that could be conducive to the total rehabilitation desired, such as co-ed classes, sports teams, social functions, etc.

Of course, one day every man will be released and those with their newly acquired skill will either be in the job market or be trying to further their education. Having been in and out of prison myself once before, neither is the easiest task in the world. Therefore, placement and follow-up are especially crucial in this situation.

Many of the accredited programs here have Advisory Committees, made up of people knowledgeable in the job market for that particular program. One program whose approval is pending, Custodial Services, has been guaranteed 100% placement of its graduates. These advisory committees are extremely important. Their function is to see that there is a job market for the instruction the students receive. Without this job market, the students would be subjected possibly to useless education.

Beyond the job market placement is the main key to successful programs. The placement of a school's graduates has been by precedent, a function of the school. It is extra important in the institution's case, for a man leaves here with about fifty dollars in his pocket—and that's *not* a lot of money in the world today. To step out of prison directly into a job could mean the difference between a useful member of society and another recidivism statistic. The placement service here must be a comprehensive, statewide function in order to complete the success of the project.

For those wanting to continue their education after release, counseling and placement services are necessary also—especially in the financial aids area.

We have the makings of a very good placement and follow-up service here at WCI. Since it was started, 41 MPTI educational transcripts have been forwarded to other educational institutions and 15 to prospective employers. Besides this, many personal contacts to schools and employers have been made in behalf of students. This may seem a small number, but the service itself has been offered for a relatively short time.

According to statistics obtained from Mr. Ron Hall, Chairman, MPTI Corrections Education, a significant percentage of school withdrawals and institution transfers have occurred. This shows a need for more or better program counseling in the reception centers in the prison in Waupun and the reformatory in Green Bay, VTAE counselors at both places could better evaluate the desires of the men and coordinate their possible incarcerated status as to release or transfer *before* being enrolled in a program at WCI. I understand that these counselors have been requested. They are sorely needed.

Ultimately of course, the end that all of this leads to is manifold. The main goal kept in sight is to rehabilitate convicted felons into the useful and productive citizen society asks for. I understand that it costs the taxpayers of Wisconsin $12,000.00 per year per incarcerated individual to keep that individual in prison. Each time one of these persons is rehabilitated and stays out, the state saves that $12,000.00 per year plus gets a return from him through taxes.

The recidivism rate in Wisconsin is rather high and I believe that programs such as I have been talking about can and will reduce these rates.

The skills the men learn here are not superficial. They are useful to and needed by society. Theoretically, a man needs to feel useful or wanted. With the acquisition of these skills, he is both and that can play an important part in deciding whether a man can stay out or revert to crime, becoming just another recidivism statistic.

Since my incarceration, I have seen that many men just plain lack the incentive or motivation to become a productive member of a society that has seemingly damned them. Truly rehabilitative programs such as this one can give these men a new feeling of faith in their fellow man, new horizons and new hope for their future.

Still, these men are skeptical of the value of these programs. The graduation ceremony on May 11th is a step towards showing them that the education is real and equal to other schools'—when these men see that there is a job market available to them, or that more schooling is a real feasibility once they learn the instruction, the incentive to be productive citizens is instilled and with it, self-motivation and personal pride in their accomplishments.

Wisconsin is instituting another program that can be used with this project with the hope that it will give many the self-motivation required for a man's rehabilitation. This is the Mutual Agreement Program (MAP) that is a legal and binding contract between the state and the inmate, guaranteeing his release upon successful completion of a certain number of items, one of which may be educational, which are agreed upon by both parties. It is common knowledge that one of an incarcerated man's primary interests is getting out, so I don't think that I need say more.

Since my affiliation with the IACC, I have come to realize that if these programs are to become as effective as they are potentially able, two main things are necessary. First, the entire public must be educated to the fact that the skills we are learning here *do* produce competent, trained employees, at least equal to students from other schools. Fully accredited diploma, certificate and associate courses show that.

Secondly, a stable source of funding is necessary so that long-range planning and programs can be made and realized. Our program at WCI is subject to the idiosyncrasies of "soft" money—it is never really certain where exactly the next necessary monies are coming from. If this money-hunting problem were relieved, more time and effort could be used to perfect and renovate existing programs and to research and instill new ones. The return of these monies may be abstract, but I must quote The United Negro College Fund by saying, "A mind is a terrible thing to waste." Our prisons are a large reservoir of potentially useful, productive citizens. It is time that that reservoir is tapped and developed. We have made a big step towards that, and I only hope we aren't stepping into a quagmire, only to get stuck in financial red tape.

This is my second and *last* time in prison. Both times I asked for a second chance—*this time I got it.* Now I ask for that same second chance for all our brothers and sisters who have, or in the future will transgress society and end up in prison. I will be leaving WCI on August 5, 1974 with an MPTI diploma in Electronics Servicing and a future. I will always be grateful to society for allowing me this opportunity and I hope that this is only the *beginning* of a whole new concept in prison reform.

As I have shown, this program is the beginning of a revolution in the rehabilitation process. I should like at this time to give credit to those responsible for implementing this program. Recognition should go especially to the IACC, the Moraine Park VTAE District, the Wisconsin VTAE Board and the Wisconsin Division of Corrections. My personal thanks goes to Dr. Robert Sorensen, Director of the Moraine Park VTAE District; Mr. John Schmitt and Mr. Bert Zien of the IACC; Mr. Ron Hall, Program Coordinator here at WCI and his staff; the warden at WCI, Mr. John Gagnon and his staff.

I cannot help but recognize the school staff here at WCI and especially Mr. Ralph Clements, my electronics instructor, who more than once had to reinstate my self-motivation by motivating his own foot into my hind-quarters. Thanks to all of these people, whatever recidivism statistic I might have been will never exist.

STATEMENT OF DENNIS POWERS, STUDENT, FOX LAKE CAMPUS

Mr. POWERS. I would like to start out by saying that my position as a student at Moraine Park, Fox Lake, I am also an inmate at the Wisconsin Correctional Institution. So I am a student and in prison at the same time.

I would like to say that education in the pens has come a long way. There were classes before in high school, postsecondary, all kinds of education. But it was not really recognized by employers or other schools of higher education because it wasn't accredited. They would recognize the fact that you had the schooling. But you had no diploma, just an abstract of learning. So it didn't really count for much.

Moraine Park has instituted now fully accredited programs, of which I am in one. They give out diplomas and certificates which are recognized by both employers and schools of higher education.

The paper that was handed out, I authored it. And I titled it: "Moraine Park Revolutionizes the Rehabilitation Process." This is a revolution because now a man coming in who has a salable good that he can offer to society. Society wants us inmates when we come out, exoffenders, they call them, or excons, can become useful productive members of society.

The only way we can do this is if we have something to offer that society in terms of making a living, something where we feel needed or wanted or useful.

We have made history on May 11, the graduation ceremony inside the building. This is the first time that I know of in the U.S. history where these programs have been offered inside the institutions. There was a school before where we could get this education. But now 70 men are graduating or will have graduated by August 31, right in the institution.

The diplomas and certificates that we get make no mention that we got our education in prison. So that can't bias the other schools.

The State of Wisconsin is also introducing a motivational program called "MAP," mutual agreement program, which is a legal and binding contract between the inmate and the State of Wisconsin, saying that if he completes a certain number of things in a certain amount of time he can be released.

I think if the standards are kept high in these contracts and if the State of Wisconsin especially realizes that educational achievement is a real rehabilitative tool then these convicts can face success.

I think one of the biggest things that is necessary to make these programs a success is placement and followup procedures. We have a full-time specialist at Fox Lake. She works with the State employment service, agents and so on, to help us find jobs, to help us go to school and continue our education. Once we leave the institution she forwards our transcripts, makes personal contacts, things we can't do because of our situation.

These programs at Fox Lake are good. I have benefited from them. There are people out there who are benefiting from them. But they are not perfect. They need a lot of things.

In terms of instructors they need individualized instruction, instructional aids. We have enough out there to meet the minimum requirements for Wisconsin accreditation. But the minimum is not always enough.

I can think of several examples. I will give you one. I am in an electronics servicing program. I have seen times where a student has been left idle for 2 or 3 days because he didn't have his oscilloscope. It wasn't in working order to work on his experiments with. It isn't good for a student. It slows down sometimes almost to a stop.

The people taking these programs might have a lengthy sentence. Say they have a 20-year sentence. They shouldn't expect to get out in 4 or 5 years.

After a year in prison they take a course. It might take them a year to finish. They have still got 3 years before they can go out and work with it, this salable skill they have got. That is not good because you can forget a lot of things. In my field especially, in electronics a lot of things can happen in 2 years.

Our biggest problem out there is we need permanent funding on these programs. I think attention should be spent on planning and renovating these programs. I don't know whether categorical funding is the answer. That is where you guys come in.

I see the prison of the future being a campus. We are known as MPTI Fox Lake campus. But we are first known as a prison. The sole purpose of this prison in the future would be a campus of an educational institution. There would be more security involved because it is, after all, part of a prison. But I think that the school itself was the primary reason you were there. This would help create an atmosphere that was conducive to your educational endeavors and rehabilitation itself. You should try to get as close to real-life schools of the streets as possible.

If this campus concept were to come about I could see things such as coeducation, sports programs, interschool sports programs, social events and all those other little things, clubs and so on, that the schools on the streets have to make it more like a school and less like a prison.

You are going to see tangible results from these. I have seen them already. Wisconsin has a very poor recidivism rate as far as prisons go. I believe rehabilitation should be a one-time thing. Sometimes it is not possible.

But I think with these programs, you legislators in the State will be saving some money and reduce recidivism rates if you really rehabilitate them. I have read a lot of figures on how much it costs to keep me in prison. Some of them are big. Some of them are small. I will give you the smallest one to give an example. I understand it takes $12,000 a year to keep me in prison. I hate being a burden on anybody.

When I get out, the State will be saving $12,000 a year, plus they will get a tax return from me. Once I get out with the skill I have learned, the job experience and so on, I can start putting money into the till instead of taking it out.

One thing I have noticed in prisons, being in contact with inmates all the time because I am an inmate, is that people in prisons ask for a second chance. They have messed up once, twice, maybe 10 times. But they are always asking for a chance to become a useful productive member of society. They know that is what society wants. They know that is what they want. I would like to see them get it. I have been in twice. This is my second time around. I have asked for a second chance both times. I knew what I wanted. I got it this time.

I will be leaving the institution. I will be a free man again in a little over 3 weeks. When I leave I will have a diploma in electronics servicing. I will have a future. I will have a feeling of accomplishment. I am not going to have to come back to prison again. This is my second and last time.

Thank you.

Mr. STEIGER. Thank you, Dennis, very much.

Lynne Kult, now of Milwaukee?

[Prepared statement follows:]

PREPARED STATEMENT OF LYNNE KULT, GRADUATE, WISCONSIN TECHNICAL INSTITUTE

As a recent graduate of Wisconsin Technical Institute, I've reflected many times over my past two years of education. Enrolled in the Child Care and Development Technology Program at the Fox Valley Technical Institute—Appleton, I feel that it prepared me for a major step in my life and it's future.

In my past two years of school, I've had the opportunity to attain further knowledge and reinforce that which I had previously gained. With the interest and concern of my administrators and instructors, I have received many new concepts, ideas, feelings, and the ability to channel them productively.

Presently, I am employed at St. Mary's Hill Hospital in the Child Care Unit in Milwaukee. I was offered this position at an on campus interview arranged with FVTI. In my work, I have found my background to be quite an asset for myself, as well as for the kids. I can relate many of my experiences here to those encountered in my training.

While attending FVTI, I also had the opportunity to channel my leadership abilities and ideas through Student Senate and Wisconsin Student Council of Technical Education, WSCTE. Many other organizations are made available to the student to develop their interests further.

By recent enrollment and employment figures it is becoming more obvious that the demand for Technical Education is growing. I sincerely feel that this interest is a positive move in the right direction and feel that the need for expansion is a continuously growing need.

Mr. STEIGER. Thank you, Lynne.

STATEMENT OF KEN ZORITSKY, ADULT EDUCATION AT MORAINE PARK

Mr. ZORITSKY. Congressmen Perkins, Steiger, and Meeds, I want to thank you for asking me to appear here this afternoon. They asked me to appear here and tell you about the adult education courses I have taken and how they have helped me to be a success in my life.

First of all, to give you a rundown on the courses that I have taken here at the Moraine Technical Institute, I had showcard lettering for about 4 years and public speaking and communications skills for about 3 years, principles of marketing, psychology and human relations, credit union leadership, outdoor cooking, beverage host, a year of interior decorating and interior design and advanced interior design.

As a result of these courses I have been able to be involved in the following community services. I have for 5 years been in charge of promotion and fundraising for the Marquis Drum and Bugle Corps, for the Ambassadors of Good Will of Fond du Lac.

I am on the board of directors of the Marquis Drum and Bugle Corps.

I am a member of the Optimist Club.

I am a director of the Soo Line Railroad Letterers Association. 12 years chairman of the credit committee of the Soo Line Credit Union, organizer and coordinator of the promotion program for the Fond du Lac credit areas, which consist of 12.

I am employed by the Soo Line Railroad as a painter and a stencil cutter.

I am also employed by the E. C. Purkey Co., which is one of the largest department stores in the city of Fond du Lac in the furnishing and carpeting department as a salesman.

First of all, I will go back to the railroad and explain exactly what I do, if you give me a second to get this out.

I do the stencil-cutting, which means every time you see a Soo Line freight train go by, all these letters and designs and everything I lay out, I cut. I organize them, put them on the car in a manner in which they can be clearly seen and understood.

I have this picture of some of the work that I do.

Can everybody hear me all right?

I am the highest paid, highest skilled worker in the Soo Line shops in Fond du Lac. Giving you an idea of my stencil-cutting ability, I gained this through going to the night courses here. I received this model of this boxcar which the Soo Line is reconditioning for a paper mill and they are going to celebrate their 125th centennial.

So this will give you an idea exactly what I do with the Soo Line.

At the company where I am a salesman, all the courses here have helped me become one of the best salesmen in the furniture and carpeting department.

Courses like interior design helped me to know the furniture. When I started there, good heavens, I didn't know—I knew a table had four legs and that was all.

The public speaking classes have helped. The psychology of human relations helped me to work with people.

I not only went to the classes, I read a lot of books on selling right here in the library in vocational school.

I reached the peak in my success about 2 months ago. Everything in both my jobs seemed to fall into place. All those years of vocational school education finally paid off. I received the recognition that I worked so hard to deserve.

OK, this is a picture of me on the Soo Line annual report of the Soo Line Railroad of 1973. So I consider this quite an honor and a privilege.

They also had an article on me in the Soo Line paper, a newsletter which comes out about every 3 months. There is a picture of me, telling about my work and my job.

I inspect and I check all the cars that come out of the paint shop to make sure everything is correct. I put on the finishing touches. I have been doing this now for about 15 years. This is exactly what my job is at the Soo.

Now I will read this letter from the manager of the department store. I have been out there about 16 months.

> I want to extend to you my personal congratulations and those of the company to you for the excellent rating achieved on the recent customer service shopping. You are the fifth associate to receive this outstanding rating in the

last two years. By achieving this rating you have shown the highest level of customer service and selling ability. Please attempt to maintain this high level of performance in all future customer contacts.

To interpret this maybe a little more, which means that the Purkey Co. hires firms which come around and pose as customers and grade you. I was graded superior. I got one of the highest ratings out there. I got it before I even went to salesman classes or anything else. I got all my training right out here.

Above that, good heavens, I outsold all the professionals, all the regulars out there, and everything else, and I am just a part-timer. So I consider this quite an honor, and I have Moraine Park Technical Institute to thank for that.

My classes I have taken at this school have taught me to have self-confidence, to stand up and speak up, to accept defeat but to never give up. You never know what you can really do until you try it.

The institute has given me the opportunity to improve myself both for self-improvement and in the fields of my work.

In closing, I would just like to thank you, ladies and gentlemen, for giving me the opportunity to stand up here and give my story.

Thank you all very, very much.

Mr. STEIGER. Ken, thank you very, very much.

I always wondered who painted all those things as I watched those Soo Line trains come riding by.

Mr. ZERITSKY. Ever see any mistakes?

Mr. STEIGER. Not that I would admit. If I see them now I know who to go to.

Len Langkau from Oshkosh, who was a student in the Oshkosh public system.

STATEMENT OF LEN LANGKAU, GRADUATE, OSHKOSH HIGH SCHOOL

Mr. LANGKAU. Members of Congress and other members involved in conducting the oversight hearings on vocational education as Congressman Steiger mentioned, I am a graduate of Oshkosh High School of about 5 weeks ago.

I would like to briefly explain how I became involved in a cooperative training program in Oshkosh.

First of all, I am a member of the graphic arts cooperative training program. I first became involved in graphic arts when I was a sophomore in high school. The graphic arts courses consisted primarily of basic principles, such as ink and water does not mix, offset printing, and so forth.

I first became aware of this program mainly as a result of my teacher who had talked to me briefly about it.

When I became a junior in high school this was the first year the program was offered. The courses consisted of piece-type work, in other words, layout and design, and a little bit of printing here and there.

In planning for my senior year I signed up for the graphic arts cooperative training program. As a training station in the program I was given a job at OEC Graphics, which is not actually a printing company but a photo engravers for various companies, particularly down in Chicago. Actually, I am just a general slave. I do a little bit of everything. I run errands. I do a little bit of everything. I have made color keys. I have made photo prints. My work is mainly concentrated with photography and so forth. I even seeded the lawn when I first started working there. I didn't do a very good job.

At any rate through this experience I have not only gained a lot of knowledge but also I have learned a lot about maturing and so forth. I have learned that it takes a responsible person to hold a halfway decent job. I can say that I am very happy that I have learned this because, well, just because, I guess.

In closing, I guess you noticed I don't have anything super prepared. I am trying to take things as they come. I am having a difficult time.

But in closing I would like to thank everyone for giving me this opportunity to speak. Thank you.

Mr. **Steiger.** Thank you very, very much.

Antonio Mendez, the last of the student panelists.

Antonio is a student at Lake Shore Technical Institute. That is a part of the MPT program.

If I have the information correct, you were a tilesetter going through retraining?

STATEMENT OF ANTONIO MENDEZ, STUDENT, LAKE SHORE TECHNICAL INSTITUTE

Mr. **Mendez.** Yes. That was my reason for going to Lake Shore because I could not find enough work in ceramic tile. When I filled out an application I couldn't get a job because they needed a lathe operator or a machinist. I didn't have experience.

So I went to the employment office. They sent me to Lake Shore Technical Institute in Sheboygan. Thanks to that course I am now working. I got a raise in 2 weeks' time. So I am very much pleased with the instructors and the people involved. They were very nice. Thank you very much.

Mr. **Steiger.** Thank you, Antonio. Thank you very, very much. Sit down here.

Mr. Chairman?

Chairman **Perkins.** I just want to compliment the entire panel. I think your testimony shows how to take advantage of opportunities when they become available. We all compliment you.

Mr. **Steiger.** Mr. Quie?

Mr. **Quie.** I would like to add my compliments, too. I was back there where I could listen to what you were saying. I heard you testify when I wasn't sitting here.

It is good to see the product of the schools rather than just the administrators and the instructors. I can see in your eyes, your expressions.

Mr. **Steiger.** Lloyd Meeds?

Mr. **Meeds.** Thank you, Mr. Chairman. First, Lynne, would you tell us a little bit about the child care and development program? What are some of the courses you take? Is it a 2-year program, an associate degree?

STATEMENT OF LYNNE KULT, GRADUATE, WISCONSIN TECHNICAL INSTITUTE

Miss Kult. It is a 2-year program. You have general courses such as psychology. Then you have your generalized courses which you take your first year right away, like child care, development. You take home activity, which is like an arts course so you learn to apply different skills with the kids, exceptional child, different types of children, you practice teach in your last year during the afternoon and morning. You teach 3 or 4 days a week which is great experience because it is on the job.

Mr. Meeds. What type of work are you doing? You say you work in a hospital?

Miss Kult. I am working in a psychiatric hospital, St. Mary's in Milwaukee. I am in the children's unit. The kids all have like emotional problems. They are not mentally disturbed. They are emotional.

I am in a child care counseling position. The hours are from 3:30 to 12 at night, which is free time for these kids. We fill it up with talking, going places, and doing things. We play the parent role. We fulfill their needs.

Mr. Meeds. Do you think you would have been able to get this job and hold it without the training which you had?

Miss Kult. I don't think so. For one thing, the school set up the interview. I just went to the interview for the sake of seeing what it was like. It interested me as I found out more about it.

Mr. Meeds. How did you find out about this specialized course?

Miss Kult. I went to my guidance counselor in high school. I told him where my interests lie and I told him I would like a 2-year program. This was in Oshkosh. He said I could get in contact there. I switched over to Appleton. So I made my connections there. So when I was a senior I just went there.

Mr. Meeds. If the President hadn't vetoed a bill which all of us at this table, I think, sponsored and supported, the early childhood development bill, there would be a great need for people with your skill.

Dennis, I hurried through your written testimony. Let me say your oral presentation and your written testimony is some of the best I have seen from any field, particularly the field in which you apply yourself here.

Could you explain the training, the placement, to us in a little more detail?

Mr. Powers. We have a full-time policeman specialist there. That is all she does is work on placement and work on followup with students who graduate from the courses.

Mr. Meeds. Is that through the school?

Mr. Powers. Yes, I believe it is.

Mr. Meeds. Do you have any local support for this program by any of the local business groups, Kiwanis groups, or any group other than the school?

Mr. Powers. There is a committee which does the planning and looks for funding for these types of programs.

Mr. Meeds. I am naturally happy with the work which this committee and others have done to promulgate this type of institutional training. You sure hit it on the head when you talk here, even if we forget the human values for a moment, which of course are the most important, but when you talked about the economics of the thing.

As you point out, $12,000 a year. Because of the kind of inmate you are it probably doesn't cost more than that. But we have some inmates that it costs $36,000 a year to keep. If there can be rehabilitation it is an immensely economical thing in addition to the difference it makes in human life, which again, as I say, is the most important thing.

So it makes me feel good to hear your testimony today.

Thanks very much.

Thank you, Mr. Chairman.

Mr. STEIGER. Ken, can I ask a question of you in terms of your working full-time at Soo Line? All of your time at Moraine Park was part-time enrollment?

Mr. ZERITSKY. Yes, all evening classes. I worked at Soo Line during the day. At night, just about 14 straight years, I went to Moraine Technical Institute.

Mr. STEIGER. The courses you took at Moraine Park related to your work at Soo Line?

Mr. ZERITSKY. I could never have been a success at the Soo Line. The job came up—I think it was in the 1960's—for stencil cutting. A skilled worker was in the process of retiring. I had to get it from someplace. The only place I could get it from is the Moraine Technical Institute.

I will say one thing, too, which I failed to mention before. When you leave school here the teacher says, "Listen, when you are through with this class, for Heaven's sake, if you need any help or any guidance, feel free to call me at any time." That is the help I got from all the teachers here.

I went to school here for 13 years. I made a decision, "By God, I have got to get into another field." I got that job without any experience. What I got hired on was my schooling here and also my involvement in community affairs.

I knew I could sell. I was involved in community affairs and services. I didn't think I would ever go back to school.

I took off work a day's pay to be here.

Lenny, how much do you get paid as a slave?

Mr. LANGKAU. On an hourly basis? $1.85.

Mr. STEIGER. And how many hours a week do you work and how many do you go to school?

Mr. LANGKAU. My schedule starts in the morning at 7:45. A class in graphic arts is my first class. I have a few other classes. At about 12:30 I go to work and work until about 3, 4, or 5.

Mr. STEIGER. All your senior year or just half your senior year?

Mr. LANGKAU. All of it, I would say.

Mr. STEIGER. Antonio, did you go through a 1-year schedule?

Mr. MENDEZ. One year. A full day, 8 hours a day.

Mr. STEIGER. You were paid, were you not?

Mr. MENDEZ. Yes.

VOICE. He was in our regular machine tool program, a 1-year program. But it was not an institutional MPTI program. It was a regular 1-year program.

Mr. STEIGER. When you got through with the 1-year training did you get the job as soon as you graduated?

Mr. MENDEZ. As soon as I graduated.

Mr. STEIGER. Who set up the arrangements for placement, interview and all that?

Mr. MENDEZ. It was all arranged.

Mr. STEIGER. Through the school?

Mr. MENDEZ. Through the school.

Mr. STEIGER. Maybe I shouldn't ask you this. When you did work in the tile field as compared to your work now, what kind of a difference in wage.

Mr. MENDEZ. Actually, the money is good in ceramic. It is just that there isn't enough. We find that we are running out of work in some communities. So it was $4 to $6 an hour. But you only had maybe 3 hours work maybe twice a week.

So I finally went to the employment office and got another job. So the employment office told me about this.

Mr. STEIGER. I want to thank all of you for doing such an excellent job. We are so glad that you would take the time to come and give us the day. We are very grateful.

Thank you.

Next we have Walter Talbot, who is a long-time friend of education in Wisconsin, former chairman of the Assembly Education Committee, now out of politics, regretably, but still he is very active.

Walter, you are going to substitute on behalf of the district boards?

[Prepared statement follows:]

PREPARED STATEMENT OF HARLAND KIRCHNER, CLINTONVILLE, WIS.

Mr. Chairman and Members of the Committee: My name is Harland Kirchner and I live in Clintonville, Wisconsin.

I speak here today as a representative of the VTAE District Boards' Association of Wisconsin. I am a small town businessman and I also serve as Chairman of the Fox Valley VTAE District Board, with its center located at Appleton, Wisconsin.

On behalf of our Association, I appreciate the opportunity to appear before this Committee to express opinions, concerns, and challenges which we face in our local communities with respect to vocational, technical, and adult education in Wisconsin.

The pride and competence of the Wisconsin labor force is a reflection of what vocational-technical education has been able to accomplish for over 60 years. Wisconsin is one of the few states whose manpower earnings and economic base pays more in federal taxes than it receives in federal aid.

NOTE: About six years ago we paid out 138 million dollars and received [illegible]8 million.

During the past decade, Wisconsin Vocational-Technical Education moved from being an urban local-sponsored unit to a state-wide area concept serving all the people, both urban and rural. There are 16 districts, all having separate Boards.

In order to meet the new challenges of changing technologies, most districts have built new facilities and others have enlarged their old ones.

When the new state Vocational Act took effect in 1969-70, the combined expenditures from all sources—property tax, state aid, tuition fees, and federal aid—amounted to 57.8 million dollars for vocational education, of which federal aid amounted to 7.2 million dollars. The federal aid was allocated as follows—

3.8 million dollars for instruction and equipment; 1.3 million dollars for construction; and,

2.1 million dollars to the Department of Public Instruction for high school vocational career exploratory programs.

In 1973–74, the total from all sources mentioned previously was 111.7 million dollars. Of this amount, 9.8 million dollars was federal aid. Distribution was—

4.4 million dollars for instruction and equipment; 1.5 million dollars for construction; and,

3.9 million dollars to the Department of Public Instruction.

The enrollment in 1969–70 was 205,845 for both post secondary and adult students. In 1973–74, it is expected to be 310,500, nearly a 50 percent increase.

Because of the tremendous need for vocational-technical education and the decreasing emphasis for a college degree, the expenditure of funds has increased about 50 percent in the past five years. Federal aids only increased four percent in the State of Wisconsin.

Most vocational-technical education school districts have reached their limit as set by law for available funds for operations. Construction of additional facilities has been curtailed and not keeping pace with the increased enrollments. As a result, an additional 30–40 thousand students will have to be placed on waiting lists.

Beginning this school year, 1974–75, the concept of revenue sharing or consolidated funding will cause problems since categorical funding will be done away with as far as federal funding is concerned.

It is very evident that these federal monies will be sidetracked into other areas, rather than funding for training and educational purposes.

The question is—why the duplicity in administrative effort related to vocational-education funding when our state has had a very successful track record in meeting the needs of individuals in business, industry, and agriculture oriented occupations.

The same standard is not applied to institutions of higher education which have, in many instances, become out of tune with the relevancy of individual needs.

We are basing our recommendation upon the opinions of leaders in business, industry, agriculture, and labor unions which make up an aggregate of nearly 6,400 advisory committee members representing over 500 occupations consisting of a labor force of 1.6 million people.

This recommendation is to develop new federal vocational-technical education legislation which would combine the provisions of the 1963 Vocational Act and the 1968 and 1972 amendments.

The features of these acts, if expanded in new legislation, would return the dollar-cost benefit much more in the form of increased production, better individual earning power, and also increase the returns.

These are some of our concerns.

We are glad you came to Wisconsin—a state considered to be a leader in vocational-technical education.

On behalf of the people I represent, I wish to thank you for allowing me to speak to you.

STATEMENT OF WALTER TALBOT ON BEHALF OF VTAE DISTRICT BOARDS ASSOCIATION OF WISCONSIN

Mr. TALBOT. My name is Walter Talbot. I am from down in southwestern Wisconsin. I am on the district board in southwest Wisconsin. That is district 3.

I farm. I am engaged in the business of feeding $3 corn to 40-cent cattle. I am making good use of my old bookkeeping teacher who told me many years ago how to use red ink.

I am also vice chairman of the State association when Harland Kirchner was the chairman. He called me yesterday and got this paper to me this morning, which I am going to present.

I know it is late. I think there are some things in this paper which you have before you that I can omit because it would only be repeating.

I am speaking for Harland Kirchner.

My name is Harland Kirchner and I live in Clintonville, Wis.

I speak here today as a representative of the VTAE District Board's Association of Wisconsin. I am a small town businessman and I also serve as chairman of the Fox Valley VTAE District Board with its center located at Appleton, Wis.

On behalf of our association, I appreciate the opportunity to appear before this committee to express opinions, concerns, and challenges which we face in our local communities with respect to vocational, technical, and adult education in Wisconsin.

The pride and competence of the Wisconsin labor force is a reflection of what vocational-technical education has been able to accomplish for over 60 years. Wisconsin is one of the few States whose manpower earnings and economic base pays more in Federal taxes that it receives in Federal aid.

Note: About 6 years ago we paid out $138 million and received $78 million.

During the past decade Wisconsin technical-vocational education moved from being an urban local-sponsored unit to a statewide area concept serving all the people, both urban and rural. There are 16 districts, all having separate boards.

In order to meet the new challenges of changing technologies most districts have built new facilities and others have enlarged their old ones.

I am going to skip most of the figures that are found on that page.

Because of the tremendous need for vocational-technical education and the decreasing emphasis for a college degree, the expenditure of funds has increased about 50 percent in the past 5 years. Federal aids only increased 4 percent in the State of Wisconsin.

Most vocational-technical education school districts have reached their limit as set by law for available funds for operations. Construction of additional facilities has been curtailed and not keeping pace with the increased enrollments. As a result an additional 30,000–40,000 students will have to be placed on waiting lists.

Beginning this school year, 1974–75, the concept of revenue sharing or consolidated funding will cause problems since categorical funding will be done away with as far as Federal funding is concerned.

You have heard that several times today.

It is very evident that these Federal moneys will be sidetracked into other areas, rather than funding for training and educational purposes.

The question is: Why the duplicity in administrative effort related to vocational-education funding when our State has had a very successful track record in meeting the needs of individuals in business, industry, and agriculture oriented occupations.

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These are some of our concerns.

We are glad you came to Wisconsin, a State considered to be a leader in vocational-technical education.

On behalf of the people I represent I wish to thank you for allowing me to speak to you.

That is the end of the prepared statement of Harland Kirchener. In conclusion I want to thank you for this opportunity. Thank you for coming to Wisconsin.

Sometime late in the fifties, wasn't it, when I was chairman of the Committee on Education for the Wisconsin Assembly there was a young man fresh out of the University of Wisconsin, young, vigorous, ambitious.

I wish to say this—I am talking about Congressman Steiger now—he selected the Committee on Education for his committee assignment. Believe me, he was real helpful in promoting the right kind of legislation which would benefit education.

His father was chairman or president of the State Board of Regents of the University of Wisconsin. So his background was really, you might say, liberal arts. Yet from the very beginning as a member of that committee he saw the needs for more emphasis to be placed on making it possible for people of all ages to get training in this world of work.

I am real glad that you are continuing your efforts.

We all appreciate it very much.

Mr. **Steiger**. Thank you very much.

Chairman **Perkins**. Thank you very much. We appreciate your statement. We appreciate your comments about Congressman Steiger.

Mr. **Meeds**. May I ask a question?

Mr. **Steiger**. Both you and Chairman Perkins share one attribute. One is a Republican and one is a Democrat. But both were hard-driving chairmen.

Mr. **Meeds**. May I ask a question, Mr. Chairman?

Wasn't it in fact a violation of the child labor laws when Bill Steiger joined the assembly?

Mr. **Talbot**. There was a Mr. Kessler. I don't know which was younger. But it wasn't more than a couple of weeks apart. Is that right?

Mr. **Steiger**. Fred was much younger.

Mr. **Talbot**. It was really a refreshing experience to have them on the committee and debating some of these issues.

Assemblyman Kessler was a Milwaukee Democrat. Assemblyman Steiger was a Winnebago Republican. Both contributed very much to the welfare of the whole State of Wisconsin in that respect.

Mr. **Steiger**. Thank you very, very much.

Al Quie?

Mr. **Quie**. That is all. Thank you very much.

Mr. **Steiger**. Thank you, Walter, for making the trip up.

Mr. Helgesen?

Lester, thank you for your patience.

Lester Helgesen is a member of the Blackhawk VTAE District and a member of the Agriculture Advisory Committee.

[Prepared statement follows:]

Prepared Statement of Lester A. Helgesen, President of Helgesen Harvestore, Inc., Helgesen Mfg. Co. and Footville State Bank (Small Farm Bank)

My work is in Agri-Business and Agriculture as a farmer and Agri-Businessman, and I have found that in the rural people there is a need for further training of those who work in my fields of endeavor.

The one item I feel is most important to me directly is training of auto mechanics and small engine repair. The thing which affects my customers most is the fact that they are working directly with more than two-hundred (200) young adult farmers who are learning new and better techniques of providing food for the world. I feel that this is the area which needs to be expanded as I read in the Kiplinger Letter, U.S. News and other media that the supply of food is down to days and not months and years. It is very important that agriculture does the most effective job it can possibly do. This will be done through better usage of land conservation and fertilization and better use of seeds. This training is coming from good people in our area through the training of people at Vo-Tech.

As a taxpayer I find that there is another very important item to our local Vo-Tech Schools as they are taking care of and providing the training of the disadvantaged and handicapped; mostly the three "R's" so they can work into some even menial job and as we work with our people we find that many people have never been trained to read and write or comprehend what is going on. Vo-Tech is bringing many of these people up to high school level so they can move into the main stream, and being an employee, are able to make at least the minimum wage of $2.00 or $2.20 per hour. In order to achieve this they definitely have to have at least some abilities.

Working on the Advisory Board of Vo-Tech I find that the Federal aid for equipment in our work shops with tools for instructional education has been very much of a boost and this money coming from the Federal funding has enabled us to purchase equipment which we could never afford locally.

I feel, for my part, the money spent to make useful, happy citizens out of people who have never and could never get into the working world is a very, very important thing to our Government in that this eases the burden on the taxpayer.

On the whole, but most important, education gives a useful life to what might be a wasted life. I feel that Agriculture and Agri-Business needs to expand to meet future needs and this can only be done through technical "know-how" we can glean from the programs which receive financial help from Federal funding.

STATEMENT OF LESTER A. HELGESEN, MEMBER, BLACKHAWK VTAE DISTRICT AND AGRICULTURE ADVISORY COMMITTEE

Mr. HELGESEN. I am from Janesville. I happen to represent a group of people that haven't been spoken of much here although McDowell got sidetracked. My work is in agribusiness and agriculture and farming and also banking. I like the small town but when I come to the city I find that you boys have got problems too.

The thing I want to talk about is vo-tech and its real, real impact on the work that I do. I am a manufacturer of farm equipment and distributor of a storage unit. We find that we need these people who have just a little bit more moxie. Some of them really need to come to us with any part of the three "R's" and vo-tech has helped to upgrade them so they can be worth in some cases a great deal more than the minimum.

I like to think about the small engine development and the component parts and the sales training. Here is something I would like to have you people think about. While they are training they are working. When they come out of school they are already hired. They are hired in their hometown.

Down our way we have 200 young farm boys that are being trained. These lads are making money. One lad that we loaned money out of our bank, his dad farmed for 50 years and never got anywhere. Now his farm is paid for, truck, new equipment. He has a $200,000 net worth. His dad wouldn't have done that in 200 years. His son has the training from the vo-tech people. He is getting along good.

We find that we are getting equipment purchased for instructional use so I feel that you should be complimented.

We thank you for coming here. I think you are doing a good job in this educational field. Money is well spent on this kind of work that is so terribly important.

I was proud of this young group here. They are the kind that make you money. Thank you very much for coming.

By the way, I am a farmer. I got some alfalfa if you get down far enough south. Thank you.

Mr. **Steiger.** Les, thank you very much for coming. When we drove up last night all you have to do is look around and see the success that Les Hegelsen has had with the system.

Mr. **Hegelsen.** These farmers like it prosperous.

Mr. **Steiger.** Any questions?

Thank you, Les, very, very much.

Last, we will do the panel, if we can, of directors; Bob Sorenson, do you want to lead off? We will do you and then Bill Sirek, Joe Pellegrin, Bill Ramsey, and Jim Covey, in that order.

We will save our questions until you all get through, with your permission.

[Prepared statement follows:]

Prepared Statement of Robert P. Sorensen, District Director, Moraine Park Technical Institute

DISTRICT INTRODUCTION

The Moraine Park Technical Institute is made up of the following counties: Fond du Lac, Green Lake, Washington, major portion of Dodge, and parts of Calumet, Sheboygan, Waushara, and Winnebago.

Its fertile agricultural lands, plus its close proximity to the Milwaukee metropolitan area contribute to a strong agricultural and industrial economy. Annual income from agriculture was 131 million dollars in 1969 and over 388 million dollars from industry.

The population growth of the district is above the state-wide average and will continue to grow at an above average rate due to very rapid growth in Washington County. The total district population is 223,000 with a work force of 96,823.

There are 2,694 handicapped in the district and 21,865 disadvantaged; these two categories represent 11.15 percent of the districts total population. In addition, there are 3,439 residents with less than a fourth grade education; 39,807 with less than eight years of schooling; and 18,306 with less than a high school diploma.

Situated within the Moraine Park District are the Fox Lake Correctional Institution, Waupun State Prison, Taycheedah Home for Women, and Kettle Moraine Boys School. A unique cooperative effort in vocational education has been developed between the Division of Corrections and the Moraine Park Technical Institute.

Another age group that will need considerable attention are the 25,000 people found in the 65 year old and older category within the district. This group represents 11% of the district population.

With the passage of the Vocational Education Act of 1963 and subsequently the amendments of 1968 the growth and development of vocational education programs throughout the Moraine Park District has been phenomenal. The various target groups served through the act have been most rewarding, especially the disadvantaged and handicapped areas.

This paper will discuss the efforts and results of the Moraine Park District in carrying out the mandates of the Vocational Education Act of 1963 and the amendments of 1968.

DISADVANTAGED—HANDICAPPED

Career Development

The first Career Development project was funded in December 1970 for a seven month period. The basic purpose of the project was to assist the disadvantaged residents of District #10 in attaining the training and skills necessary to obtain and retain permanent employment. The project employed four people.

The 1971-72 project, also entitled Career Development, employed four people and provided essentially the same services. These included:

1. Orientation to the world of work;
2. Placement of students in education & training programs;
3. Placement of a student on a job;
4. Provision of supported services;
5. Provision of consistent follow through.

Because of the experience gained during the pilot project, these services were obviously delivered in a much more consistent and effective manner the second year.

To further increase the effectiveness of the program several major changes were made in the 1972-73 project entitled Multioccupational Career Development. The most important change was the establishment and utilization of a team approach. The Multioccupational Career Development team in cooperation with the Wisconsin State Employment Security Division began utilizing an employability development team approach. This team approach involves a flexible yet systematic approach to the delivery of manpower and supportive services to disadvantaged and handicapped persons in order to assist them to become job ready. The employability development team in cooperation with other agencies provided a full range of manpower services including: outreach, intake, appraisal, orientation, counseling, referral to training, education and work experience, job development, placement and follow through. At the same time that these services were being provided additional supportive services such as day care, health care, legal aid and transportation were made available through existing agencies on an as needed basis.

The current Multioccupational Career Development project is very similar to last year's except that a year's experience has been gained and a fifth staff member has been added. The team approach necessitates that services become personalized to meet individual needs. It also encourages and demands that the disadvantaged and handicapped person become actively involved in planning and implementing his own employability development plan.

On the following pages the team has made an effort to present as briefly as possible some of the statistical data which should demonstrate both the activities and the effectiveness of the unit.

The last portion of this report includes some recommendations in terms of funding and structuring future programs designed to serve persons with special needs.

MULTIOCCUPATIONAL CAREER DEVELOPMENT—DISADVANTAGED (006) AND HANDICAPPED (047)

	Fiscal year—								
	70-71		71-72		72-73			73-74	
	006	047	006	047	006	047	[1] 006+047	006	047
Total students registered	110	37	183	46	195	121	217	146	123
Males	([2])	30	108	26	116	79	131	81	67
Females	([2])	7	75	20	79	42	86	65	56
Total persons receiving counseling	([2])	([2])	85	([2])	127	73	133	107	85
Total persons enrolled in "Orientation to the World of Work" classes	0	0	9	0	80	41	80	8	31
Persons enrolled in education programs [3]	60	[4] 37	57	[4] 46	47	32	49	76	23
Persons employed	([2])	37	55	46	56	63	63	45	58

[1] Because of a new accounting system during fiscal year 1972-73 and adjustment to it there was some duplication in reporting students. To clarify the double reporting this column was added; it shows actual students served by the combined effort of both projects.

[2] Figures not available.

[3] Includes VTAE full-time programs; VTAE adult education classes, adult basic education and other vocational and collegiate programs.

[4] On-the-job training only—contracted instruction by the Moraine Park District with community employers.

MULTIOCCUPATIONAL CAREER DEVELOPMENT—DISADVANTAGED (FISCAL YEAR 1973-74)

	Economic			Cultural				
	Number of persons	Number on welfare	Numger of poor non-welfare	Number of American Indian	Number of Caucasian	Number of Negro	Number of Spanish speaking	Number of other (explain)
Educational level completed	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Completed High School:								
Male	43	1	42	0	41	0	1	[1]1
Female	36	12	24	1	35	0	0	0
8th–11th grade:								
Male	30	1	29	0	26	1	3	0
Female	20	5	15	0	18	0	2	0
5th–8th grade:								
Male	6	1	5	0	5	0	1	0
Female	9	1	8	0	5	0	4	0
Less than 5th grade:								
Male	2	1	1	0	0	0	2	0
Female	0	0	0	0	0	0	0	0
Total [2]	146	22	124	1	130	1	13	1

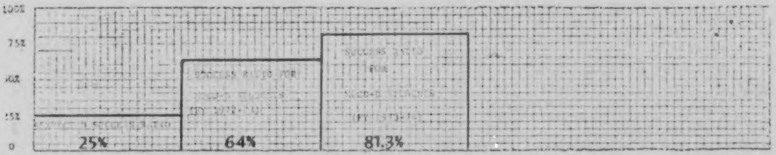
[1] From India.

[2] Col. 1 = cols. 2+3 = cols. 4+5+6+7+8.

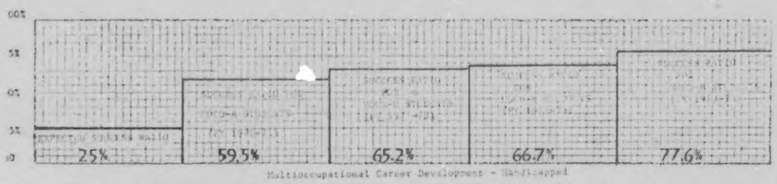
MULTIOCCUPATIONAL CAREER DEVELOPMENT-HANDICAPPED (FY 1973–74)

	Number of persons	Number of mentally retarded	Number of hard of hearing	Number of deaf	Number of speech impaired	Number of visual	Number of seriously emotionally disturbed	Number of crippled	Number of other (explain)
1. Male	67	13	2	1	0	5	14	8	24
Female	56	17	1	2	1	3	15	5	12
3. Total	123	30	3	3	1	8	29	13	36

Note: "Number of other" includes alcoholic bad back, epileptic, diabetic, etc. The above information gives an accoun of the types of adults served by each of the multioccupational career development projects in fiscal year 1973–74.



Multioccupational Career Development - Disadvantaged
(Figures for FY 1970-71 and FY 1971-72 are not available)



Multioccupational Career Development - Handicapped

The above two graphs represent the success ratio (those still employed) of students placed into employment with the efforts of Multioccupational Career Development. Those students who received Career Development services but who found employment without significant help from Career Development are not reported in the above percentages.

For more detailed information on FY 1972-73 job placements see Appendix A.

* The expected success ratio for programs of this type is 25%, as noted by Harold Sahakian, Vocational Education Consultant, State Board of Vocational, Technical and Adult Education.

MULTIOCCUPATIONAL POSITIONS

The following is a list of the positions in which adults of the Moraine Park District were employed or trained through the efforts of Multioccupational Career Development projects. The positions listed below cover the period of January 27, 1971 through June 30, 1974. For a more in-depth look at salaries of each position during the period of July 1, 1973 through June 30, 1974, see Appendix A.

OFFICE OCCUPATIONS

Office Clerk
Night Clerk-Auditor
Staff Specialist
Accountant
Architectural Renderer
Proofreader
Draftsperson
Receptionist
Medical Records Transcriber
Cashier
Calculator
Clerk-Typist/Interpreter

FACTORY OCCUPATIONS

Machine Operator
Material Handler
Battery Stacker
Packer
Cementer
Piece Work Assembler
Inspector
Egg Breaker
Structural Steel Detailer
Special Order Assembler
Stainless Steel Welder
Production Worker
Assembler
Stainless Steel Grinder
General Laborer

FOOD SERVICE OCCUPATIONS

Baker's Helper
Kitchen Helper
Waitress
Dishwashing Person
Dietary Aide
Chef's Assistant
Cook
Dish Machine Operator
Bus Boy

MACHINE REPAIR OCCUPATIONS

Machine and Equipment Repair
Office Machine Repair
Vacuum Cleaner Repair
Television Repair
Refrigerator Repair
Auto Body Repair
Farm Implement Repair
Bicycle Repair
Small Engine Repair
Automobile Mechanic

MAINTENANCE OCCUPATIONS

Janitor
Groundskeeper
Housekeeper

MANAGEMENT OCCUPATIONS

Service Station Asst. Mgr.
Assistant Store Manager
Production Foreman
Social Services Coordinator

SERVICE OCCUPATIONS

Direct Sales Person
Store Sales Person
Stock Clerk
Licensed Practical Nurse
Alteration's Person
Occupational Therapist
Child Care Aide
Child Care Specialist
Teacher's Assistant
Dental Technician
Service Station Attendant
Telephone Solicitor
Nurse's Aide
Trophy Engraver
Orderly
Laundry Worker
Library Aide
Veterinarian's Helper
Activity Therapist
Apprentice Cosmetologist
Locker Room Assistant
Security Guard

OTHER OCCUPATIONS

Book Binder
Printer
Truck Driver
Museum Display Technician
Water, Sewage Treatment Tech.
Water Quality Control Tech.
Railroad Track Repair Person
Furniture Mover
Craft's Assembler
Photo Negative Cutter
Painter
Collection Specialist

RECOMMENDATIONS REGARDING PROGRAMS SERVING PEOPLE WITH SPECIAL NEEDS

We have found that the categorical restrictions have prevented us from providing comprehensive student need fulfillment in that we had to write separate proposals for homemaking, handicapped and disadvantaged as well as specialized activities. We feel that the law should contain provisions for serving special needs at the same percentages as presently, i.e. 25%, but that these funds should not be in categorical areas but rather allow for comprehensive programming. In addition, we feel that at least 10% of the funding allocated should be available to the sponsor of the program for use on a flexible basis as the need arises.

We also feel that the congressional practice of funding programs months after the beginning of the fiscal year should be altered so that we can deliver services with full knowledge that funding is indeed available. We also feel that the requirement that all funds be obligated by the end of the fiscal year is unrealistic and that provisions should be made for carry-over features of unobligated funds or that programs could be extended beyond July 1. We also feel that provisions for monetary payments of stipends, scholarships, loans, grants, etc. are presently not adequate to serve this special needs group. We feel that the best approach would be the provision for a block grant of money which would be awarded to the local sponsor to be distributed to the student based on personal needs as determined by the local sponsor. The local sponsor's plan for this service would be submitted at the time of the proposal but would contain flexible features.

We further feel that the present level of funding is inadequate to provide meaningful training for those presently in programs, let alone the vast numbers whom the programs should be serving.

We feel that expanded funds should be made available for education and training of staff persons who work in programs for the disadvantaged and handicapped, i.e. graduate programs, conferences, seminars.

APPENDIX A

The information on the following pages represent an analysis of those people employed through the help of Multioccupational Career Development during the period July 1, 1973 to June 30, 1974. Wages are computed from the starting salary of each person, wage increases are not accounted for.

Also included for your consideration are the following significant data.

1. Total Gross Earnings: $120,204.47.
2. Total Federal Taxes Paid: $12,679.83.
3. Total State Taxes Paid: $2,809.24.
4. Percent still employed: 78.4%.
5. 67% of the students placed were receiving some sort of financial support from an agency prior to training; however, only 27% are now receiving financial support.

APPENDIX A

Student number	Maintenance cost prior to entry	MOCD cost (tutoring, books, etc.)	Employer	Job title	Start date	End date	Retained	Employed elsewhere	Dropped	Earnings	Number of dependents	Maintenance cost after training	Taxes paid per paycheck		Taxes paid through June 30, 1974		Comments
													State	Federal	State	Federal	
010	$200/mo by DVR at DCSW.		Advanced products, Beaver Dam.	Machine operator.	7/2/73	11/16/63			X	$2.62/hr, 40 hr/wk.	0	$200/mo at DCSW.	$3.00	$13.40	$60.00	$268.00	Epileptic.
045	do		Schuler's super value, Beaver Dam.	Bakery cleanup.	7/2/73	7/13/73			X	$2.60/hr, 40 hr/wk.	0	$200/mo at DCSW.	3.00	13.40	6.00	26.80	Mentally retarded-quit; also worked at Green Giant for awhile.
020	$200 by DVR at Blandine House.		Fondy Electro Plating FDL.	General labor.	7/23/73	7/27/73			X	$3.25/hr, 8 hr/day.	0		4.60	19.70	4.60	19.70	Left the area, alcoholic.
004			Charkel Brathaus, FDL.	Kitchen helper.	7/25/73	12/21/73		X		$1.60/hr, 24 hr/wk.	0		.30	1.90	6.45	40.85	Emotionally disturbed.
			Lee Truck, FDL.	Maintenance.	5/21/74		X			$2/hr, 40 hr/wk.			1.80	9.10	10.80	54.60	
019	$200/mo by DVR at Blandine House.		Sambo's, FDL.	Cook	7/25/73	9/14/73		X		$1.60/hr, 40 hr/wk.	0		.90	3.60	6.84	27.36	Alcoholic.
		$376.00	Damrow Co., FDL.	Grinder, stainless steel.	9/19/73	9/28/73		X		$2.70/hr, 40 hr/wk.	0		3.20	14.50	5.12	23.20	
			Burn's Security, FDL.	Security guard.	10/15/73		X			$2/hr, 40 hr/wk.			1.80	9.10	66.00	336.70	
017			Nutrition center.	Stock clerk	7/30/73	8/17/73		X		$1.60/hr, 40 hr/wk.	0		1.20	6.20	3.60	18.60	Emotionally disturbed.
			MPTI-FDL (Operation Mainstream).	Receptionists library aide.	9/17/73		X			$1.60/hr, 40 hr/wk.			1.20	6.20	54.24	280.24	

APPENDIX A—Continued

Student number	Maintenance cost prior to entry	MOCD cost (tutoring, books, etc.)	Employer	Job title	Start date	End date	Retained	Employed elsewhere	Dropped	Earnings	Number of dependents	Maintenance cost after training	Taxes paid per paycheck		Taxes paid through June 30, 1974		Comments
													State	Federal	State	Federal	
030	$200/mo by DVR at Workshops, Inc.		Green Giant Ripon.	General labor.	7/30/73	10/5/73			X	$2.10/hr, 40 hr/wk.			$2.00	$9.30	$20.00	$98.00	Mentally retarded, seasonal work.
034			Rueping Leather, FDL.	do.	7/31/73		X			$2/hr, 40 hr/wk, plus incentive.	1		1.50	6.10	71.70	291.50	Disadvantaged.
023	$200 at Workshops, Inc.		Downtown Hotel FDL.	Laundry worker.	7/31/73	11/27/73			X	$1.60/hr 25 hr/wk.			.40	2.20	6.80	37.40	Crippled.
039	$67/mo disability from Social Services.		Transcontinental Clng Co., FDL.	Maintenance man.	8/1/73	8/10/73		X		$1.70/hr, 40 hr/wk.			1.40	6.60	2.10	9.90	Mentally retarded, now attends ABE.
			Bill's Pool Hall, FDL.	do.	8/22/73		X			$2/hr, 2 hr/wk.		$67/mo					
014	Served by DVR.	$448.00	Badger Freund Printing FDL.	Production assistant.	8/6/73		X			$1.80/hr, 40 hr/wk.			1.50	7.70	70.50	361.90	Deaf.
083	Social Services disability $187/mo.		Larkin Moving & Storage, FDL.	Furniture mover.	8/6/73	9/28/73		X		$1.80/hr. 40 hr/wk.			150.	7.30	12.00	58.40	Mentally retarded.
			Gazebo Restaurant, FDL.	Janitor	10/22/73	11/13/73		X		$1.60/hr., 5 hr/wk.							
			Dairy Queen, FDL.	do.	1/7/74		X			$1.60/hr, 20 hr/wk.		$216/mo.	.10	1.10	2.50	27.50	

018	$200/mo by DVR at Workshops, Inc.	235.00	Schreiner's Restaurant, FDL.	Dish machine operator.	8/ 9/73		X		$1.60/hr, 48 hr/wk.		1.80	8.40	13.32	62.16	Mentally retarded.
						10/ 1/73			$1.60/hr, 24 hr/wk.		.30	1.90	11.70	74.10	
028	$200/mo by DVR at DCSW.		Beaver Dam, Wholesale.	Material handler.	8/27/73		X		$2/hr, 40 hr/wk.		1.80	9.10	79.20	400.40	Cerebral palsy.
026			Northwest Hospital, Milwaukee.	Medical transcriber.	8/30/73		X		$3.05/hr, 40 hr/wk.		4.00	17.60	173.60	763.84	Blind.
011	MDTA training, approximately $2,500.	27.00	St. Agnes Hospital.	LPN	9/ 1/73		X		$2.69/hr, 40 hr/wk.		3.20	14.50	152.32	690.20	Emotionally disturbed.
024			YMCA, FDL.	Maintenance man.	9/04/73		X		$1.60/hr, 18 hr/wk.			.50		21.40	Blind in 1 eye, slow learner.
087	$200/mo by DVR at Workshops, Inc.		St. Agnes Hospital, FDL.	Laundry worker.	9/06/73		X		$1.99/hr. 40 hr/wk.		1.80	8.80	84.60	413.60	Mentally retarded.
046	$200/mo by DVR at Threshold.	1 450.00	Holiday Inn, West Bend.	Housekeeper.	9/10/73		X		$1.20/hr., 12 hr/wk.						Mentally retarded.
					11/15/73				$1.20/hr, 20 hr/wk.						
			Private homes, WB, (additional job).	do	9/10/73		X		$1.25/hr, 7 hr/wk.						
099	$200/mo by DVR, at DCSW, public assistance for rent, food, medical.		Beaver Cleaners, Beaver Dam.	Alterations lady.	9/17/73	9/28/73		X	$1.60/hr, 20 hr/wk.		.10	1.10	.16	1.76	Crippled, arthritic, asthmatic.
			Homebound Prog., self-employed.	Arts and crafts.	2/04/74		X		$75/mo.	P.A. only until July.					

APPENDIX A—Continued

Student number	Maintenance cost prior to entry	MOCD cost (tutoring, books, etc.)	Employer	Job title	Start date	End date	Retained	Employed elsewhere	Dropped	Earnings	Number of dependents	Maintenance cost after training	Taxes paid per paycheck		Taxes paid through June 30, 1974		Comments
													State	Federal	State	Federal	
100	$318/mo, VA, plus social service disability.		Dartmoor Motor Inn, FDL.	Auditor	9/24/73	10/23/73		X		$2/hr 32 hr/wk.			$1.20	$6.20	$4.08	$21.08	Alcoholic.
			Bell's Restruant, FDL.	Bookkeeper.	10/24/73		X			do		$318/mo.	1.20	6.20	42.72	220.72	
006	MDTA training approximate $1,200.		J. C. Brenner Co., FDL.	Welder	9/27/73		X			$2.83/hr 40 hr/wk.			3.60	15.50	141.84	610.70	Disadvantaged.
068	$200/mo at work shops.	$115.00	St. Agnes Hospital, FDL.	Laundry worker.	10/ 1/73		X			$1.99/hr 40 hr/wk.			1.80	8.10	70.20	315.90	Emotionally disturbed.
097	ADVOCAP, food approximately $40.		Tolibia Cheese, FDL.	Night cleanup.	10/ 1/73	11/ 2/73		X		$3.08/hr 40 hr/wk.	2		3.40	10.40	19.42	60.32	Health impaired.
			Plumber's Supply Co.	Inventory clerk.	12/18/73	1/ 1/74			X	$2.25/hr 40 hr/wk.	2		1.60	5.40	2.88	9.72	Entered MPTI, welding.
088	$200/mo by DVR at workshops.		Old Ironside Battery Work, St. Kilian.	Battery stacker.	10/ 1/73		X			$1.60/hr 40 hr/wk.			1.20	6.20	46.80	241.80	Mentally retarded.
092	$200/mo by DVR at DCSW, $800/mo at DCMH.		Specialties Inc., BD.	Packer	10/ 3/73	10/29/73		X		$2.25/hr 40 hr/wk.			2.20	11.00	7.92	39.60	Mentally retarded, emotionally disturbed.
			Marlin Toy Co., Horicon.	Material handler.	5/ 2/74		X			$2/hr 40 hr/wk.		$256/mo at DCMC.	1.50	9.10	12.00	72.80	

038	Unemployment compensation.	Wis. Car Crushers, Waupun.	Truck driver.	10/4/73		×			$5/hr, 40 hr/wk.	3		8.10	21.30	311.04	817.92	Health impaired.
091	$200/mo at DCSW.	Sunset Hills, BD.	Dishwasher	10/12/73	10/29/73			×	$1.60/hr, 20 hr/wk		$300/mo at DCSW.	.10	1.10	.24	2.64	Mentally retarded, speech impaired.
029	do	ShopKo, BD.	Stock clerk	10/13/73	1/1-74			×	$1.85/hr, 10 hr/wk.							Epileptic, slow learner.
107		Regal Ware Kewaskum.	General laborer.	10/15/73		×			$3.05/hr, 40 hr/wk.			4.00	17.60	148.00	459.60	Visually handicapped.
037	$200/mo, workshops, $187/mo, residential; $78/mo, Social Security disability.	Motel-6, FDL.	Janitor	10/15/73		×			$1.60/hr, 25 hr/wk.		$100/mo Social Security.	.40	2.20	14.80	81.40	Epileptic, health impaired.
086	$200/mo, workshops; $200/mo, Paquette.	Oakfield Brick Co.	General laborer.	10/16/73		×			$2.20/hr, 40 hr/wk.		$200/mo Paquette.	2.20	10.60	80.96	390.08	Mentally retarded.
106		Carpet Fashions, FDL.	Telephone solicitor.	10/22/73	11/27/73		×		$1.50/hr, 25 hr/wk.			.30	1.80	1.62	9.72	Health impaired.
		Elwing Manufacturing-Campbellsport.	General laborer.	12/21/73	1/11/74			×	$1.85/hr, 40 hr/wk.			1.50	7.30	4.80	23.36	
065	$200/mo, workshop, $200/mo, Paquette.	ADVOCAP, FDL.	Receptionist.	10/22/73	11/27/73		×		$1.60/hr, 40 hr/wk.			1.20	6.20	6.48	33.48	Emotionally disturbed.
		WSES, FDL	Clerk	1/22/74		×			do			1.20	6.20	27.60	142.60	
120		Sadoff, FDL	General laborer.	10/22/73		×			$2.70/hr, 40 hr/wk.			3.20	14.50	115.20	517.50	Disadvantaged.
102	Social Security disability, $196/mo.	Schrage Ford, Mt. Calvary.	Office clerk	10/31/73		×			$196/mo			3.60	15.50	100.80	403.00	Hemophiliac.
125		Wisconsin Cheeseman, Sun Prairie.	Packer	11/5/73	12/07/73		×		$2/hr, 40 hr/wk.			1.80	9.10	9.00	45.50	Slow learner.
		Specialities Inc., BD.	Production worker.	12/10/73		×			$2.05/hr, 40 hr/wk.			1.80	9.50	52.20	272.70	

APPENDIX A—Continued

Student number	Maintenance cost prior to entry	MOCD cost (tutoring, books, etc.)	Employer	Job title	Start date	End date	Retained	Employed elsewhere	Dropped	Earnings	Number of dependents	Maintenance cost after training	Taxes paid per paycheck		Taxes paid through June 30, 1974		Comments
													State	Federal	State	Federal	
119			Sadoff, FDL	General laborer.	11/05/73		X			$2.70/hr, 40 hr/wk.			$3.20	$14.50	$111.60	$493.00	Disadvantaged.
040	Social services approximately $300/mo.		Star Malting Co., Lomira.	do	11/9/73	12/17/73		X		$3.71/hr, 40 hr/wk.	3		4.60	12.10	23.00	60.50	Do.
			Vulcan Manufacturing Co., FDL.	Maintenance man.	3/27/74		X			$2.25/hr, 40 hr/wk.	3	$120/mo social services until July.	.70	3.20	9.80	44.80	
129	$200/mo by DVR at threshold.	$100.00	Samaritan Home, WB.	Housekeeper.	11/12/73	1/14/73		X		$2.55/hr, 40 hr/wk.			2.90	13.40	26.10	120.60	Neurological imbalance.
			KMC Coating, Jackson.	Production worker.	6/17/74		X			$2.40/hr, 40 hr/wk.			2.70	15.30	5.40	30.60	
084	$265/mo at Waupun residential.		Weyenberg Shoes, Beaver Dam.	Cementer	11/12/73		X			$1.80/hr 40 hr/wk.		$75/mo	1.50	7.30	49.50	204.90	Deaf mute.
054		41.15	Rolling Meadows, FDL.	Nurse's aide.	11/12/73		X			$2./hr, 16 hr/wk.			.10	1.10	3.30	36.30	Disadvantaged.
093	$200/mo, DCSW; $90/mo, disability.		Racine Glove, Rio.	Flat stapler.	11/26/73		X			$1./hr, 40 hr/wk.			.40	2.20	12.40	68.20	C.P.
127		337.00	Hope Nursing Home, Lomira.	Nurse's aide.	11/28/73		X			$1.70/hr, 32 hr/wk.			.90	4.30	27.54	135.88	Disadvantaged.
128	$200/mo at Threshold.	100.00	Dr. Franco, WB.	Cleaning lady.	12/1/73		X			$1.60/hr, 20 hr/wk.		$100/mo at Threshold.	.10	1.10	3.50	33.00	Mentally retarded.

143			L. & N. Janitorial, FDL.	Janitor	12/17/73	12/18/73			×	$1.50/hr, 40 hr/wk.						Disadvantaged.
139			City Hall, FDL (Operation Mainstream).	Office clerk.	1/14/74		×			do		1.20	6.20	28.80	148.80	Do.
166			FDL County Sheriff's Office (Operation Mainstream).	do	2/ 6/74		×			do		1.20	6.20	23.00	110.90	Disadvantaged, emotionally disturbed.
002	General assistance for rent, food and medical.		Ripon Super Valu.	Stock clerk	2/25/74		×			$2.75/hr, 40 hr/wk.		3.00	15.50	54.00	279.00	Epileptic.
152	$200/mo by DVR at DCSW.		Humane Society, BD (Operation Mainstream).	Vet's helper.	2/25/74		×			$1.60/hr, 40 hr/wk.		1.20	6.20	21.60	111.60	Health impaired.
157	$200/mo by DVR at DCSW 216/mo SSI.	104.00	Waupun Memorial Hospital.	Dietary aide.	3/11/74	3/22/74			×	$1.60/hr, 20hr/wk.	$200/mo, DCSW; $216/mo, SSI.		1.10		2.20	Emotionally disturbed.
162	$200/mo by DVR at DCSW; also $150/mo by DVR living maintenance;DVR also paid for car operation.		Woodland Foundry, Iron Ridge.	General laborer.	3/13/74		×			$2.94/hr, 40hr/wk.		3.40	16.60	54.40	265.60	Mentally retarded.
067	$400/moby DVR Workshops Inc. and Paquette.	139.20	ADVOCAP, FDL.	Secretary	3/18/74	4/15/74		×		$1.60/hr, 20hr/wk.			1.10		4.40	Emotionally disturbed.
			Joint School District No. 1, FDL.	Receptionist.	4/29/74		×			$2/hr. 40 hr/wk.	$200/mo at Paquette by DVR.	1.50	9.10	13.50	81.90	

APPENDIX A—Continued

Student number	Maintenance cost prior to entry	MOCD cost (tutoring, books, etc.)	Employer	Job title	Start date	End date	Retained	Employed elsewhere	Dropped	Earnings	Number of dependents	Maintenance cost after training	Taxes paid per paycheck		Taxes paid through June 30, 1974		Comments
													State	Federal	State	Federal	
163	$200/mo at DCSW.		Ray-O-Vac, Portage.	Production assembly worker.	3/18/74		×			$2.43/hr, 40 hr/wk.			$2.30	$12.30	$34.50	$184.50	Mentally retarded, speech impaired.
197	$100/mo by DVR.		St. Agnes Hospital, FDL.	Dietary aide.	3/27/74	6/3/74			×	$2.10/hr, 40 hr/wk.			1.70	9.80	15.30	88.20	Disadvantaged.
202			Designer Coiffures, WB.	Apprentice cosmetologist.	4/1/74	4/19/74			×	$1.70/hr, 40 hr/wk.			1.10	8.80	3.30	264.40	Do.
208	$356/mo, ADC.		Hartford Public Schools (Operation Mainstream).	Teacher aide.	4/8/74		×			$1.88/hr, 40 hr/wk.	2		.50	3.00	6.00	36.00	Do.
155	$200/mo, DCSW; 255/mo, DC; residential.		Landsee Egg Co., Reeseville.	Egg breaker.	4/9/74	5/3/74			×	$1.88/hr, 32 hr/wk.		$200/mo, DCSW; $255/mo, DC res.	.80	5.50	3.20	22.00	Emotionally disturbed.
203	Served by DVR, MHC.		Burns security, FDL.	Security guard.	4/15/74		×			$2/hr, 40 hr/wk.			1.50	9.10	16.50	100.10	Do.
027	$200/mo by DVR at DCSW; $255/mo at DC residential.		Dodge Co., sheltered workshop (Operation Mainstream) BD.	Inspector	4/22/74		×			do		$255/mo, at DC Res.	1.50	9.10	14.50	91.00	Epileptic, asthmatic.
218			Osco Drug Co., FDL.	Cashier	4/29/74	5/3/74		×		do			1.50	9.10	3.00	18.20	M.S.
			Federal City. Planning Dept.	Secretary	5/6/74		×			do			1.50	9.10	12.00	72.80	
226	$200/mo at DCS, $255/mo at DC residential.		Tab, Inc., Mayville.	Assembler	5/1/74		×			$2.25/hr, 40 hr/wk.			2.90	13.40	24.65	113.90	Emotionally disturbed

221	$200/mo at DCS.	$152.00	Schreiner's FDL.	Kitchen helper.	5/7/74.		×			$1.90/hr, 39 hr/wk.			1.30	8.00	9.10	64.00	Mentally retarded.
236	$200/mo by DVR at Paquette.		Darling & Co., FDL.	Boner	5/10/74	5/14/74		×		$3.50/hr, 40 hr/wk.			4.60	21.80	4.60	21.80	Slow learner.
			FDL County	Groundkeeper.	5/27/74	5/29/74			×	$2/hr, 40 hr/wk.			1.80	9.10	.70	5.90	
146			Pinkerton Agency, FDL.	Security guard.	5/11/74		×			$2/hr, 20 hr/wk.			.50	4.40	3.50	30.80	Emotionally disturbed.
173	$215/mo at residential services.		Ponderosa, FDL.	Maintenance man.	5/21/74	5/24/74			×	$1.90/hr, 40 hr/wk.		$300/mo at FD-LMHC.	1.70	11.10	1.70	11.10	Do.
207	AFDC, U $390/mo MDTA, approximately $2,000.		Metal Fab, Beaver Dam.	Welder	5/20/74		×			$3.26/hr, 40 hr/wk.		AFDC, part. grant.	3.10	9.70	18.60	58.20	Disadvantaged.
228	$200/mo at DCSW.		Weyenberg Shoe, Beaver Dam.	Producer, sewer.	5/28/74		×			$2.25/hr, 40 hr/wk.			2.20	11.00	11.00	55.00	Epileptic.
025	$200/mo at DCSW.		Day care center, Beaver Dam (Operation Mainstream).	Child care aide.	5/28/74		×			$2/hr, 40 hr/wk.			1.50	9.10	7.50	4[illegible].50	Blind in 1 eye.
042			All State Ins. Agency.	Clerk-Typist.	5/30/74		×			$2/hr, 40 hr/wk.	2						Disadvantaged.
001	AFDC, MDTA	Books, materials, fees.	Hartford. J. I. Case, Racine.	Draftsman	6/ 1/74		×			$850/mo, 40 hr/wk.	2		33.40	119.30	33.40	119.30	Do.
225	$215/per. mo. at residential by DVR; $200/ per. mo. at DCSW.		Sambo's, FDL.	Cook	6/ 4/74	6/10/74		×		$1.90/hr, 40 hr/wk.			1.70	11.10	1.70	11.10	Crippled.
			Motel 6	Janitor	6/17/74		×			$2/hr, 40 hr/wk.		$215/ per. mo	1.50	9.10	3.00	18.20	
235			Tesch, Tesch, Assoc.	Architectural renderer.	6/10/74		×			$2/hr, 40 hr/wk.			1.90	12.00	5.70	36.00	Crippled.

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[4] Tutoring.

MOBILE UNIT INSTRUCTIONAL SERVICES FOR THE DISADVANTAGED

This project is designed to provide, through the use of a mobile unit, district-wide, on-site prevocational instruction, vocational evaluation and job counseling services on a one-to-one or small group basis to disadvantaged and handicapped residents who are presently unable to utilize existing district educational facilities.

DISADVANTAGED PROGRAMS—PRISONS

Moraine Park Programs at the Wisconsin Correctional Institution, Fox Lake

In March, 1973, the Moraine Park VTAE District assigned a full-time staff member, Mr. Ron Hall, to work with the Wisconsin Division of Corrections at the Wisconsin Correctional Institution at Fox Lake to evaluate existing vocational-technical programs to determine what was needed to up-grade these programs in order that they could meet the Wisconsin Board of VTAE standards for full accreditation as 1-year diploma programs. He was also responsible for developing new vocational training programs to meet the needs of handicapped inmates who found it difficult to succeed in traditional vocational training programs.

Four separate federal projects were written and submitted to the Wisconsin Board of VTAE in order to receive the necessary funding to up-grade existing programs and to initiate new vocational training programs at WCI. These four federal projects are as follows:

Merchandising Project

This program has been in operation at WCI prior to March, 1973. The project proposal requested the funds to purchase the equipment and supplies necessary to meet minimum instructional standards for an approved diploma program. Upon full accreditation of the Merchandising Program, it became the most popular training program in the institution. During the 1973–74 school year 71 inmates have been enrolled in Merchandising. Twenty will have completed all requirements by the end of the 1973–74 school year and will be issued a diploma from the Moraine Park District. An additional 30 inmate-students are expected to complete the entire program early in the 1974–75 school year. Twenty-eight students in Merchandising have requested that their transcripts be forwarded to other VTAE Districts in Wisconsin in order that they could complete the program in another school if they were paroled prior to completing at WCI, or to have these credits transferred to a two-year Associate Degree Program in Marketing. An active advisory committee is in operation for this program and assists in curriculum development and job placement.

Custodial Services Project

This program was not in operation at WCI prior to MPTI involvement. The program was developed for low-ability inmates who would find it difficult to succeed in the traditional vocational training programs offered at the institution. This is the first training program of its kind offered anywhere in the country. The federal project provided for one instructor, the development of a Custodial Services laboratory equipped with twelve separate training stations, and the equipment necessary to develop custodial skills on all types of floor, wall, ceiling, light fixtures and bathroom maintenance. Within a few months the program became so popular that a second instructor was hired to accomodate inmates desiring to enter the program. A twelve-passenger vehicle was purchased to transport students to OJT training sites in communities surrounding the institution at Fox Lake. The program is nine months in duration and provides for 540 hours of laboratory and OJT as well as required courses in Communications, Mathematics and Human Relations.

Most of the men need remedial instruction in reading and mathematics prior to entering a regular course in these areas and they are assigned to a Pre-Vocational Laboratory where they get individualized instruction to up-grade these necessary skills.

Forty-four men have been enrolled in Custodial Services during the 1973–74 school year. Eighteen will have completed the program by the end of the school year and received a 1-year certificate from MPTI and an additional 18 are expected to meet all requirements early in the 1974–75 school year.

An active advisory committee is in operation for this program and has guaranteed 100% placement of all graduates after they leave the institution.

Cooperative Programming Project

This project was submitted to secure the funding necessary to up-grade all the existing vocational-technical programs at WCI to meet Wisconsin Board of VTAE standards for approved 1-year diploma programs. Most of these vocational programs were in operation at WCI prior to MPTI involvement, but none of them could meet the required minimum standards in the area of staff certification, curriculum, equipment or supplies. At varying times during the 1973-74 school year seven programs, in addition to the Merchandising Program, were fully approved by MPTI as meeting all minimum requirements for 1-year diploma status.

These programs with the number of men enrolled and the number of graduates during the 1973-74 school year are as follows:

Program	Number enrolled	Graduates
Appliance servicing [1]	26	0
Auto body repair	32	9
Electronic servicing [1]	47	3
Machine tool operation	31	7
Small engine and chassis mechanic [1]	21	1
Welding	51	12

[1] This program was approved late in the school year and in most cases the students have not had an opportunity to complete all requirements for graduation during the 1973-74 school year.

Four additional vocational-technical training programs are offered at WCI and full approval is pending on these programs. The number of students in these programs are as follows:

Program:	*Number Enrolled*
Auto tune-up and servicing	20
Carpentry	27
Masonry	23
Mechanical drafting	21

In addition to the previously mentioned vocational training programs, a fully equipped Pre-Vocational Laboratory has been developed at WCI for students who need remedial reading and mathematics before they can enroll in the diploma programs. During the 1973-74 school year, 236 men have been enrolled in this remedial laboratory, 84 of which have developed sufficient skills to transfer to approved vocational diploma programs.

Placement and Follow-up Project

Late in the 1973-74 school year it became evident that the men graduating from approved MPTI programs were going to need assistance in job placement upon their release and also assistance in transferring credits to other technical institutes and universities within the state. With all the changes that took place in the curriculum development of the vocational programs at WCI, it was also important that we have a concentrated follow-up on a statewide basis in order that we could determine if we are meeting the needs of the business and industry which employs the graduates. In February, 1973, a full-time Placement and Follow-up Specialist was employed by MPTI to meet these objectives.

This person works with each man in the school program during the parole planning period to assist him in developing a parole plan. All credentials are gathered and forwarded to other schools of higher education when the released inmate desires to continue his education after release. The Placement and Follow-up office at WCI works with the Offender Counselor in every Wisconsin State Employment office in the state to assist the man to secure a job in the vocational area for which he received his training at WCI. Fox Lake.

It is planned that a minimum of three follow-ups with the ex-inmate, his employer and his parole agent will be undertaken during the first year after his release.

At the time of this writing very few of the graduates have been released from custody. Fifty-two of seventy 1973-74 graduates are still incarcerated at WCI, and twelve have been transferred to the minimum security camp system.

Of the six graduates who have been paroled, one is working in a training related job with an excellent salary, two have transferred their credits to continue their education at other schools, two are outside the state of Wisconsin and have not been contacted as yet, and one is reincarcerated.

Within the next several months many of the graduates should be released from custody. The placement office has worked with these men as follows:

29 have been interviewed for school placement.
27 have been interviewed for job placement.
3 have been interviewed for apprenticeship placement.

1973-74 SCHOOL YEAR: WCI ENROLLMENT REPORT FROM AUG. 6, 1973 TO JUNE 24, 1974

Vocational programs	Total students enrolled, 1973-74 school year			Withdrew from program	Paroled or released	Transferred to another institution	Completed entire program	Presently active, 1973-74 students			Forwarded MPTI transcripts	
	F-T	P-T	Total					F-T	P-T	Total	Educational institution	Prospective employer
Air-conditioner and refrigeration	3	5	8	5	1	1		1	0	1		
Appliance servicing	12	6	18	8		3		5	2	7		
Auto body	30	2	32	10		6	5	11	0	11	4	1
Auto tuneup and servicing	20	0	20	9	1			10	0	10		
Carpentry	10	17	27	3		6		8	10	18		
Custodial services	43	1	44	6		6	14	18	0	18		
Electronic servicing	35	12	47	14	6	12		13	2	15	5	1
Machine tool operator	28	3	31	7	1	2	5	15	1	16		2
Masonry	10	13	23	10	2	2		3	6	9	1	1
Mechanical drafting	19	2	21	6	1	3		11	0	11		
Merchandising	50	21	71	16	3	12	10	24	6	30	28	1
Small engine and chassis mechanic	20	1	21	3	1	3	1	13	0	13	2	3
Welding	47	4	51	17	2	6	9	16	1	17	1	6
Developmental	36	200	236	125	7	33		11	60	71		
Total	363	287	650	[1] 239	25	95	44	159	88	247	41	15

[1] 84 of this number entered another vocational program at WCI.

MORAINE PARK PROGRAMS AT THE WISCONSIN STATE PRISON—WAUPUN

Pre-vocational Training, Vocational Training and Counseling

The purpose of this project is to continue the expansion of the vocational training and counseling program at the Wisconsin State Prison by: (1) operating vocational training in the machine shop trades, and (2) providing vocational counseling services.

In addition, this project intends to begin formulating the ground work for varied vocational programs, to be accredited by Moraine Park Technical Institute. The first two are:

(1) An 18-week vocational welding program training men to become combination welders.

(2) A nine-month vocational diploma program training men to become food service assistants or institutional food workers, qualifying for jobs related to serving foods in institutions including hospitals, nursing homes, day care centers, school cafeterias, dormitories, and other eating establishments.

Also, a pre-vocational adult basic education laboratory is built into this program in order to help men with less than a ninth grade achievement level to be trained for—at the very minimum—the level needed in which to learn a saleable occupational skill.

Certificate Level Program in Cosmetology (Wisconsin Home for Women)

This project will continue to provide for a vocational training program in cosmetology through the established licensed cosmetology school for one-third to one-half of the inmate population.

CONSUMER AND HOMEMAKING EDUCATION—PART F

Home and Family Management

Historical Development

1. Since the advent of the 1968 Vocational Amendments, the Moraine Park District has actively pursued funding made available under Part F of the Amendments for programs which would encourage Home Economics to give greater *consideration to social and cultural conditions.* Through Individualized Homemaking instruction, Parent-Child Education classes, and more recently (1973–74) through Home and Family Management classes, the original goal of this funding—to improve the home environment and the quality of family life—has been sustained.

2. Since January of 1971, the program has experienced a natural evolutionary process ranging from totally individualized instruction, to small group and individualized instruction, to large group instruction with very limited individualized instruction. In all instances the curriculum has been designed to provide disadvantaged homemakers with an exposure to a comprehensive program of Home Economics instruction: foods and nutrition, money management, home management, home furnishings and appliances, gardening and food preservation, basic consumerism, clothing, child growth and development, use of community resources and emergency home care.

3. Students eligible for the program are identified through close cooperation with Social Service agencies and other social concerns.

73–74 Project

In corporation of two former projects—Individualized Homemaking and Parent-Child Education—into one project, Home and Family Management, was accomplished during fiscal year 1973–74. Child care and transportation, identified in a nominal research study[1] as two major needs, were provided for the first time to enable students to attend large group sessions.

Four full-time and three part-time instructors provided instruction at five centers on a regular weekly basis for thirty-one weeks. Provided in five-week segments and running concurrently, three classes were offered on a weekly basis in each center. In addition to the regularly scheduled classes, instructors developed and taught small groups whenever and wherever possible; i.e., in homes, apartment complexes and community buildings where rent was gratis.

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[1] These two needs were identified by several client groups (all disadvantaged and handicapped groups) in Parts I and II (850 pages) of *A Problem Search of the Services Provided and the Unmet Needs of the Disadvantaged and Handicapped Residents of the Moraine Park District*; 1973.

Individualized instruction, a vital part of the project in the past, was considerably diminished this year due to a State Board Directive. However, because of agency, student and instructor sentiment, total elimination of this component was blocked. It is strongly held by these groups that some individuals can experience effective growth only through the one-to-one student-teacher relationship.

Children, too, were exposed to a variety of activities and subject matter provided by a staff of fifteen trained child care aides. Supervised play experiences for the children were provided to enrich their social, emotional, and intellectual development.

Evaluation of the Program

Several types of evaluation instruments have been developed and used throughout the three full years of the project (see attachments of the 1973–74 *student*, *instructor* and *child care aide* evaluations). Student evaluations of the program over the past three years have not reflected a single negative comment regarding the goals or purposes of the project. Perceptions regarding the instructors, teaching methodology, project activities, child care, and transportation have all been positive; however, students have offered several suggestions regarding future offerings and activities.

Teacher evaluation is two-fold encompassing that of *evaluation of the project* and its intended goals and outcomes and that of *student evaluation*. The teaching staff (already aware of low-income life styles and adept in developing teaching plans and materials to meet the needs of the disadvantaged) is totally dedicated to these types of projects; therefore, their evaluations, although heavily weighted on the positive side, also serve as self-evaluations reflecting means of personal involvement. Instructor evaluation of each student is on-going. Each class begins with a pretest and ends with a post-test. Because many adults (especially disadvantaged adults) have not been exposed to testing for a number of years, formal written tests are avoided. On this basis, two types of measurement are utilized. Skill performance is objectively measured, and progress in the affective domain must necessarily be subjective.

In brief summary, these are some of the behavioral changes reflecting the most value in terms of student growth:

a. Improved *nutritional habits:*
   improved meal planning (consideration of Basic 4);
   better shopping practices;
   better food buying and storage.
b. Improved *home management and housing:*
   better budgeting and money management;
   improved awareness of consumer protection laws and agencies;
   improved upkeep of present home furnishings;
   increased knowledge of renter-landlord relationships, rights, responsibilities.
c. Improved *personal and family hygiene:*
   better accomplishment of grooming tasks.
d. Improved *health practices and sanitation of garbage and waste:*
   improved rodent control;
   increased knowledge of sound first aid practices and home nursing.
e. Better understanding of *child care practices:*
   improved physical care;
   improved parental concern;
   better use of constructive play activities;
   increased knowledge of consumerism for children.
f. Improved *clothing and laundering practices:*
   able to make better selection of clothing and fabric;
   better able to repair and renovate clothing;
   improved knowledge of garment construction;
   improved awareness of need for sorting clothing for laundering;
   better use of laundry aids;
   added pride in results of better laundering techniques.

Child care aides (for the first time in 73–74) were also asked to evaluate the program. All eleven of the fifteen evaluations returned were supportive of the project and especially supportive of the child care component. Aides, like the instructors, offered several suggestions for improving the child care facilities, equipment and routines.

Significant Data and Costs

Significant data found on the following two (2) pages summarizes and/or identifies: (1) student numbers served per year, (2) costs, and (3) a student profile.

Recommendations

1. Federal funding, established under the 1968 Amendments, has been provided to the District in the form of seed money. This program, like other federally sponsored programs, would tend toward extinction as the seed moneys diminish on a yearly basis. Because the program is designed to deal with cultural and social problems, it cannot be equated with formulized vocational education. However, it is a very unique form of education—education at its best—because it deals directly with what is relevant to the student. Tax money spent on this basis—to improve the quality of home and family life totally independent of a system of handouts—should continue to be supported with adequate percentages of federal dollars.

2. Categorical funding has been too restrictive in the past. On this basis, it is recommended that the law retain the 25% commitment for "special needs" groups but that local administration of these funds be flexible.

3. It is further recommended that the political practice of funding programs months after the beginning of the fiscal year should be revised, and that Districts would receive notification of approval or rejection in advance.

4. The obligation of funds (by project) prior to the end of the fiscal year is unrealistic. Provisions for the carryover of funds is recommended.

PART F—CONSUMER AND HOME ECONOMICS EDUCATION (DISADVANTAGED) STUDENT AND FINANCIAL SUMMARY DATA

Project	Fiscal year	Number of students served	Total approved project	Actual project costs	Federal funds		District funds	
					Percent	Amount	Percent	Amount
Individualized homemaking	[1] 1969-70	27	$9,603	$6,111.48	85	$5,194.76	15	$916.72
Individualized homemaking	[2] 1970-71	141	28,088	24,363.57	90	21,927.21	10	2,436.36
Individualized homemaking	1971-72	263	76,200	72,168.93	85	61,343.59	15	10,825.34
Individualized homemaking	1972-73	313	80,018	77,789.27	70	54,452.49	30	23,336.78
Parent-child education	1972-73	123	29,409	24,779.88	85	21,062.90	15	3,716.98
Home and family management	1973-74	429	75,776	65,474.08	76½	50,087.67	23½	15,386.41

[1] 2 months of operation.
[2] 6 mo of operation.

STUDENT PROFILE FEDERAL PROJECT 10-005-151-524 HOME AND FAMILY MANAGEMENT FISCAL YEAR 1973-74[1]

	Number	Percent
Age groups:		
0 to 18	1	0.5
18 to 21	27	9.5
22 to 44	186	66.0
45 to 64	39	14.0
65 plus	21	7.5
Not available	7	2.5
Education levels:		
High school diploma	135	48.0
9 to 11	75	28.0
5 to 8	56	19.0
1 to 5	8	3.0
Not available	7	2.0
Public assistance	101	38.0
Nonwelfare	180	64.0
Employed	69	25.0
Unemployed	211	75.0

See footnote at end of table.

STUDENT PROFILE FEDERAL PROJECT 10-005-151-524 HOME AND FAMILY MANAGEMENT FISCAL YEAR 1973-74[1]—Continued

	Number	Percent
Ethnic group:		
Spanish American	10	4.0
American Indian	2	1.0
Caucasian	269	95.0
Male	27	9.6
Female	254	90.4
Handicapped	84	29.0

[1] This profile is based on information gleaned from 281 Federal forms available at the time this report was compiled.

Note: Student profile: The average student enrolled in this project is unemployed Caucasian female in the 26 to 44 age group possessing an educational level above the 9th grade.

ORIENTATION OF EMOTIONALLY DISTURBED PERSONS TO ENTER THE WORLD OF WORK THROUGH VOCATIONAL EDUCATION

Historical Development

Fiscal year 73–74 marked the second year of federal funding which made it possible to provide "Life Adjustment classes" to patients residing in the district's three mental health centers. Initially begun in 1969 at the Dodge County Mental Health Center, and taught by a volunteer, it soon became apparent that a specific need existed which warranted the employment of a professional home economist. The Moraine Park Technical Institute became involved and from late '69 through June of 1972, an instructor was hired through the Field Services Division to teach these classes on a limited basis.

Throughout this period the concept of mental health care changed drastically: patient care became reality-based. On this premise the Technical Institute, already aware of the fact that these classes were of immeasurable value to prerelease patients, decided to expand the curriculum and extend the classes to the three mental health centers within its geographic boundaries.

The classes, which run in three 15-week segments, four hours per week for all three groups, are designed to provide educational experiences which will enable the patients to prepare for entry back into the community, family living, and the world of work. This preparation for independent living or foster home living is facilitated through group instruction in occupational orientation, homemaking skills, personal development, consumer education, and utilization of community resources. As the patient improves, the emphasis changes from basic homemaking skills to community orientation and then to job exploration within the center. The final step in the process is to place the patient in a sheltered workshop environment or to place him in competitive work in the community. The objectives then are:

1. To provide a coordinated educational program in the county mental centers.
2. To provide patients with an orientation to the world of work.
3. To provide patients with a knowledge of various occupations through exposure to a variety of specific job experiences inside the mental health centers: i.e., laundry, housekeeping, maintenance, kitchen areas, clerical.
4. To provide the training and education to fit the needs of each client assigned to this project.
5. To develop each person's capacity to become a wage earning member within the community.
6. To develop within the client the skills to effectively function in another environment: the community, the job market, the family.

While the program was initially written for institutionalized persons, outpatients and/or day treatment patients are gradually being included. Again, as with all federally funded projects, inter-agency cooperation and effort are of paramount importance in identifying and coordinating referrels and plans for each individual. Excellent inter-agency cooperation and communication have been maintained throughout the existence of this project.

Evaluation of Project

Patients placed in all three groups—the basic group, the intermediate group or the advanced group—are subjected to the same evaluation scale which is completed every three weeks for each patient. Significant individuals— social workers, nurses, occupational therapists—"Sit in" on the evaluation which is essentially completed by the classroom instructor (student evaluation and teacher evaluation forms are attached). Based upon consensus of the staffing, a student is advanced or demoted as the case may be, or is recommended as a potential release.

Teacher evaluation forms are completed twice a year—at the end of the first semester and at the end of June. These evaluations are also used to make changes within the program, teaching methodology, or teacher behavior.

Significant Data and Costs

Significant data relating to the number of students enrolled since 1969, project costs and patient salary information for 1963–74 are summarized on the following charts.

PT. B (102b) DISADVANTAGED AND HANDICAPPED ORIENTATION OF EMOTIONALLY DISTURBED TO ENTER WORLD OF WORK THROUGH VOCATIONAL EDUCATION

STUDENT SUMMARY DATA

	Fiscal year				
	1960-70 [1]	1970-71	1971-72	1972-73	1973-74
Number of Students served	111 students served between September 1969 and June 30, 1972.			151	160
Number of Patients/students released from mental health centers.	34 of the 111 served were released between September 1969 and June 30, 1972.			38	38
Number of placed in employment	15 entered competitive employment between September 1969 and June 30, 1972.			23	15
Number of placed in other vocational or collegiate classes or programs.	1 placed in full-time program at Madison Technical College; 91 placed in adult basic education.			31	24

[1] Not federally funded until September 1972; these classes were taught on a very part-time basis at the Dodge County Mental Health Center in Juneau.

FINANCIAL DATA

	1969	1972	1972–73	1973–74
Total approved	These classes were not federally funded during this period, September 1969–June 30, 1972.		$16,457.00	$21,828.00
Actual cost			15,792.04	[1] 17,923.15
Federal share			11,844.03	[1] 12,008.51
Percent			(75)	(67)
District share			3,948.01	5,914.64
Percent			(25)	(23)

[1] Through May 31, 1974.

PAY SCALES OF THIRTEEN PATIENTS PLACED IN COMPETITIVE EMPLOYMENT DURING FY 1973–74

Since the major goal of the project is to prepare patients for re-entry into the community, follow-up after release *has not* been included as a project component.

The following chart developed from information taken from hospital records depicts that 13 out of 14 patients placed in competitive employment are now *wage earners* and *taxpayers*.

Patient	Pay scale	Living arrangements	Patient	Pay scale	Living arrangements
A	[1] $1.90	Apartment.	H	[1,4] 1.90	Home.
B	[1] 1.90	Mental health center.	I	[4] 2.50	Do
C	[2] 2.00	Apartment.	J	[4] 2.50	Apartment.
D	[3] 260.00	Do.	K	[4] 2.50	Do.
E	[4] 3.50	Home.	L	[4] 2.00	Mental health center.
F	[4] 4.50	Do.	M	[4] 2.00	Do.
G	[4] 3.50	Mental health center.			

[1] New minimum wage laws have gone into effect since these individuals began employment.
[2] Mainstream.
[3] Month.
[4] Hour.

Recommendations

1. Retain the present 25% funding for provision of projects for special needs groups.

2. Provide advance notification of project approval (prior to July 1 of each year). The present practice—funding programs 4–6 months after the beginning of the fiscal year—creates insecurity among staff, hinders good hiring practices, and greatly diminishes *service to students*.

3. The practice of imposing penalties on districts for failure to obligate funds prior to the end of the fiscal year is unrealistic. Provisions for the carry-over of unobligated funds should be extended beyond July 1.

4. It is further recommended that a block grant of money be awarded sponsors to be distributed in the form of scholarships, loans, etc. to students based on personal need.

RESEARCH PROJECTS—1973

1. PROBLEM SEARCH OF THE SERVICES PROVIDED AND THE UNMET NEEDS OF DISADVANTAGED AND HANDICAPPED RESIDENTS OF MORAINE PARK

All private and public agencies who provide educational services to the disadvantaged and handicapped were involved in the project. Problems in delivery of services, quality of service, and the extent of services were uncovered and each agency is working on a solution to the problems.

2. EVALUATION OF PSYCHOLOGY OF HUMAN RELATIONS, COURSE NO. 809–51

The results of this evaluation have brought about changes in the course that make it more relevant to the needs of vocational-technical students. This was a statewide project.

3. FEASIBILITY STUDY FOR THE IMPLEMENTATION OF COOPERATIVE EDUCATION

This project has determined that Moraine Park has the cooperation of students, staff administration, employers, employees, and labor in implementing the cooperative program. This program will provide experiences in business and industry not now available to students and extend the campus facilities from their present walls to the boundaries of the district. This is a giant step forward in improving the delivery system of educational experiences. This project will be implemented this year.

4. COMPREHENSIVE CAREER EDUCATION CENTER

This project has made possible the distribution of career education materials to all high schools in the district and has prevented the need for duplication of materials. It also has provided the student with a greater amount of resources from which to make choices in careers. This project will continue next year.

5. PROBLEM EVALUATION

This project involved students, staff, coordinators, administrators, employers, employees, and advisory committees to determine the strengths and weaknesses of the present curriculum in preparation of students for employment. The compresensive study has provided information necessary for an orderly revision of curriculum. The revisions will improve the quality of our graduates and will provide industry and business with better trained employees.

PART B—REGULAR

BLOCK-TYPE APPRENTICESHIP RELATED TRAINING PROGRAMS

With the help of this project the State Board of Vocational Technical and Adult Education is able to come very close to their mandate of providing related instruction to *all* apprentices in the state.

To meet the needs of the employer and to take advantage of his slack working periods, this project will utilize the "block-type" method for related apprenticeship instruction for *unique* occupational areas. The unique occupational areas are those areas where there are very few apprentices in a particular occupation in any one location throughout the state.

This "block-type" method of instruction is planned to concentrate the instruction in weekly block units instead of utilizing the traditional one-half or one day per week or alternate weekly methods.

ENVIRONMENTAL EDUCATION

This projection has, over the past three years, developed and implemented a state-wide three-week curriculum development training workshop for teachers presently employed in the vocational, technical and adult education system of Wisconsin.

The teachers involved have been engaged in learning concepts related to environmental education. They have discovered ways of integrating these concepts into their respective curriculums through the use of multi-media systems.

FINANCIAL SUMMARY OF FEDERAL SUPPORTED VOCATIONAL EDUCATION PROJECTS

Found on the following pages will be a financial summary of the federal projects offered during the 1973–74 school year through the Moraine Park Technical Institute. Also included are the projected programs for the 1974–75 fiscal year.

FEDERAL PROJECTS RESTRICTED REVENUE FUND (200)

	1973-74 project No.	Total	Federal	Local	Percent		1974-75 project No.	Total	Federal	Local	Percent		Total dollar difference	Local dollar difference
					Federal	Local					Federal	Local		
PART B—DISADVANTAGED														
13 Multioccupational career development	10-006-151-134	$37,878	$17,045	$20,833	45	55	10-006-151-135	$47,166	$21,225	$25,941	45	55	+$9,288	+$5,108
13 Mobile unit instructional	10-064-151-134	29,145	27,688	1,457	95	5	10-064-151-135	4,450	2,003	2,447	45	55	−24,695	+990
13 Outreach—Spanish speaking	10-051-151-134	9,087	9,087	None	100	0	(1)	(1)	(1)	(1)	(1)	(1)	−9,087	0
PART B—HANDICAPPED														
14 Multioccupational career development	10-047-151-144	37,878	17,045	+20,833	45	55	10-047-151-145	47,466	21,360	26,106	45	55	+9,588	+5,273
14 Orientation of emotionally disturbed	10-048-151-144	24,978	16,735	8,243	67	33	10-048-151-145	25,224	17,657	7,567	70	30	+246	−676
PART B—APPRENTICE														
15 Apprentice—block type	10-050-151-154	76,812	69,131	7,681	90	10	10-050-151-155	81,074	72,967	8,017	90	10	+4,262	+426
PART B—EDUCATIONAL DEVELOPMENT														
18 Inservice education	10-058-151-154	6,000	3,000	3,000	50	50	10-058-151-185	30,016	15,008	15,008	50	50	+24,016	+12,008
18 Environment education	10-046-151-194	2,710	2,710		100	0	10-059-151-185	41,838	41,838		100	0	+39,128	0
18 Environment eduction	10-059-151-184	12,576	12,576		100	0							−12,576	0
PART B—SPECIAL AWARDS														
19 Board policy handbook	10-065-151-194	3,265	1,959	1,306	60	40	10-065-151-195	5,512	3,307	2,205	60	40	+2,247	+899
19 Parent child	10-063-151-194	13,975	12,578	1,397	90	10	10-063-151-195	41,129	37,016	4,113	90	10	+27,154	+2,716
PART C—RESEARCH														
22 Course content and progressive evaluation	10-004-151-224	16,250	9,750	6,500	60	40	(2)	(2)	(2)	(2)	(2)	(2)	−16,250	−6,500
22 Vocational coordinated curriculum	10-044-151-224	17,748	12,424	5,324	70	30	10-041-151-225	20,667	14,467	6,200	70	30	+2,919	+876
22 Cost benefit study	10-029-151-224	950	950		100	0	(2)	(2)	(2)	(2)	(2)	(2)	−950	0
22 Career education specialist	(2)	(2)	(2)	(2)	(2)	(2)	10-069-151-225	48,232	43,409	4,823	90	10	+48,232	+4,823
22 Comprehensive manpower study	(2)	(2)	(2)	(2)	(2)	(2)	10-068-151-225	19,078	17,170	1,908	90	10	+19,078	+1,908
22 Quarter system study	(2)	(2)	(2)	(2)	(2)	(2)	10-070-151-225	22,868	20,581	2,287	90	10	+22,868	+2,287
PART D—EXEMPLARY														
Comprehensive career education model	10-001-151-314	16,667	10,000	6,667	60	40	(2)	(2)	(2)	(2)	(2)	(2)	−16,667	−6,667

PART F DISADVANTAGED														
Home and family management	10-005-151-524	90,168	68,979	21,189	76.5	23.5	10-005-151-525	92,167	69,125	23,042	75	25	+1,999	+1,853
PART H-VOC. W. S.														
Work study	10-008-151-724	4,331	3,465	866	80	20	10-008-151-175	19,920	15,936	3,984	80	20	+15,589	+3,118
PART I CURRICULUM														
Curricular revision study	10-067-151-814	1,500	1,500		100	0	10-071-151-815	6,310	3,786	2,524	60	40	+4,810	+2,524
PART B DISADVANTAGED—PRISON														
Vocational training and counsel (WSP)	10-009-151-914	38,104	38,104		100	0	10-009-151-915	181,893	181,893		100	0	+143,789	0
Merchandising (WCI)	10-036-151-134	21,396	21,396		100	0	10-036-151-135	35,124	35,124		100	0	+13,728	0
Cooperative program (WCI)	10-052-151-134	165,705	165,705		100	0	10-052-151-135	226,855	226,855		100	0	+61,150	0
Placement and followup (WCI)	10-062-151-134	11,447	11,447		100	0	10-062-151-135	25,706	25,706		100	0	+14,259	0
Cosmetology (WHW)	10-037-151-134	18,157	18,157		100	0	10-037-151-135	19,749	19,749		100	0	+1,592	0
PART B—HANDICAPPED														
Custodian (WCI)	10-053-151-144	45,658	45,658		100	0	10-053-151-145	33,364	33,364		100	0	-12,294	0
ADULT EDUCATION ACT														
Adult basic education	10-003-148-124	98,896	88,988	9,888	90	10	10-003-148-125-	135,000	94,500	40,500	70	30	+36,104	+26,216
HIGHER EDUCATION ACT														
College work study		35,313	28,250	7,063	80	20		34,183	27,334	6,849	80	20	-1,130	-214
Education opportunity grant		34,192	34,192		100	0		66,851	66,851		100	0	-32,659	0
MDTA														0
Prod. Mach. Op. (FDL)								9,492	9,492		100	0	+9,492	0
SPECIAL PROJECTS														
Fire service training	10-040-151-184	5,000	5,000		100	0	(2)	(1)	(1)	(1)	(1)	(1)	-5,000	0
Highway safety (MIG)	10-066-150-184	4,000	4,000		100	0	(2)	(1)	(1)	(1)	(1)	(1)	-4,000	0
Total		879,786	757,539	122,247				1,321,334	1,137,723	183,611				

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[1] None submitted.

[2] No project.

[3] No new project.

FEDERAL AID SUMMARY: EQUIPMENT IN GENERAL FUND

	1973 74 project No.	Total	Federal	Local	Percentage F	Percentage L	1974 75 project No.	Total	Federal	Local	Percentage F	Percentage L	Total dollar difference	Local dollar difference
PART B—APPRENTICE														
15 Apprenticeship	10 002-151-154	$44,420	$19,989	$24,431	45	55	10 002 151 155	(1)	(1)	(1)	(1)	(1)	−$44,420	−$24,431
PART B—EXTENSION														
16 Extension	10 055 151 164	46,635	20,986	25,649	45	55	10 055 151 165	(1)	(1)	(1)	(1)	(1)	−46,635	−25,649
PART B—EQUIPMENT														
17 Account clerk	(2)	(2)	(2)	(2)	(2)	(2)	10-039-151-175	$10,900	$4,905	$5,995	45	55	+10,900	+5,995
17 Electronic services	10 013 151 174	1,100	550	550	50	50	10 013 151 175	6,034	2,715	3,319	45	55	+4,934	+2,769
17 Mechanical design	10 014 151 174	1,150	575	575	50	50	10 014 151 175	4,465	2,009	2,456	45	55	+3,315	+1,881
17 Cosmetology	10 015 151 174	46,301	27,781	18,520	60	40	(2)	(2)	(2)	(2)	(2)	(2)	−46,301	−18,520
17 Food service assistant	10 016 151 174	17,557	9,656	7,901	55	45	10 016 151 175	14,550	6,548	8,002	45	55	−3,007	+101
17 Food manufacturing	10 021 151 174	3,034	1,517	1,517	50	50	10 021 151 175	24,246	10,911	13,335	45	55	+21,212	+11,818
17 Small engine and chassis	10 022 151 174	2,748	1,374	1,374	50	50	10 022 151 175	7,145	3,215	3,930	45	55	+4,397	+2,556
17 Automotive mechanics	10 024 151 174	2,152	1,076	1,076	50	50	10 024 151 175	43,490	19,570	23,920	45	55	+41,338	+22,844
17 Machine tooling technics	10 025 151 174	16,771	8,386	8,385	50	50	10 025 151 175	22,974	10,338	12,636	45	55	+6,203	+4,251
17 Office machine repair	10 026 151 174	4,330	2,598	1,732	60	40	10 026 151 175	10,497	4,724	5,773	45	55	+6,167	+4,041
17 Marketing (WB)	10 027 151 174	1,532	766	766	50	50							−1,532	−766
17 Clerk typist (WB)	10 028 151 174	1,500	750	750	50	50	10 028 151 175	11,520	5,184	6,336	45	55	+10,020	+5,586
17 Fashion merchandising	10 029 151 174	4,730	2,602	2,128	55	45	10 029 151 175	3,410	1,534	1,876	45	55	−1,320	−252
17 Data processing machine operator	10 032 151 174	44,068	13,220	30,848	30	70	10 032 151 175	46,152	9,230	36,922	20	80	+2,084	+6,074
17 Data processing (revision)		450	225	225	50	50							−450	−225
17 Clerk typist (FDL)	10 033 151 174	7,415	3,708	3,707	50	50	10 033 151 175	9,280	4,176	5,104	45	55	+1,865	+1,397
17 Agriculture mechanic	10 034 151 174	6,852	3,769	3,083	55	45	10 034 151 175	17,826	8,022	9,804	45	55	+10,974	+6,721
17 Power mechanics	10 023 151 174	1,000	500	500	50	50	(2)	(2)	(2)	(2)	(2)	(2)	−1,000	−500
17 Auto body repair	(2)	(2)	(2)	(2)	(2)	(2)	10 041 151 175	6,991	3,146	3,845	45	55	+6,991	+3,845
17 Welding	(2)	(2)	(2)	(2)	(2)	(2)	10 042 151 175	12,301	5,535	6,766	45	55	+12,301	+6,766
17 Supermarket management	(2)	(2)	(2)	(2)	(2)	(2)	10 038 151 175	12,585	5,663	6,922	45	55	+12,585	+6,922
17 Accounting	(2)	(2)	(2)	(2)	(2)	(2)	10 031 151 175	2,580	1,161	1,419	45	55	+2,580	+1,419
Clerk typist (WB) addition	(2)	(2)	(2)	(2)	(3)	(1)	10 028 151 175	3,880	776	3,104	20	80	+3,880	+3,104
PART F—CONSUMER AND HOME MANAGEMENT (REGULAR)														
Consumer home management	10 056 151 514	9,562	4,303	5,259	45	55	10 056 151 515	10,458	4,706	5,752	45	55	+896	+493
Total		263,307	124,331	138,976				281,284	114,068	167,216			+17,977	+28,240

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[1] Submit after the fact.

[2] No project.

[3] Rental.

CONSTRUCTION FUNDING

The Moraine Park District is one of the last districts to utilize vocational education act construction funding in its building program.

Our present building program of $4,325,000 utilized the vocational act construction money of $212,000. This dollar amount is 4.9% of the total construction project. In addition to the vocational education act money, an additional $100,000 will be granted for the construction project. This will make a total of $312,000 of federal funds to be utilized. This amounts to a percentage of 7.2% federal dollars.

The Moraine Park District is late getting their facilities up-to-date to be able to provide the program offerings required for a district of this size. Because the district has been late in starting its construction project, we have received a much smaller percentage of federal help in meeting our total cost than the early arrivers at the construction fund trough. Hopefully, this situation could be overcome in future vocational acts with continual support for construction projects.

RECOMMENDATION FOR CONSIDERATION IN NEW VOCATIONAL EDUCATION LEGISLATION

1. Consideration to move away from specific categorical aids to a more general category aid approach.

Comment.—The specific categorical restrictions have prevented us from providing *comprehensive* student need fulfillment in that we had to write separate proposals for homemaking, handicapped and disadvantaged. Example: If a person needs Adult Basic Education at the same time he is disadvantaged and needs a skill training program, supplemented with a consumer preparation, he must be enrolled in three different projects.

2. Recommending that 10% of the funding allocated on any project or categorical area be available to the sponsor of the project for use on a flexible basis as the need arises within the project.

Comment.—When you plan a project a year in advance you can't anticipate all the needs of every individual.

3. Recommend that what seems to be a congressional practice of funding programs months after the beginning of the fiscal year should be altered so that one can deliver services with full knowledge that funding is indeed available.

4. Recommend that provisions for monetary payments of stipends, scholarships, loans, grants, etc. are presently not adequate to serve the special needs groups.

Comment.—Supposedly this problem area should be covered under the new CETA legislation. It is to a limited extent. The "slot-in" students through CETA do receive a stipend, but the way it is administered and presented to the individual it gives them the feeling of receiving a wage or welfare payment rather than a scholarship. We feel that the best approach would be the provision for a block grant of money which would be awarded to the local sponsor (the school) to be distributed to the student based on personal needs as determined by the local sponsor. The local sponsor's plan for this service would be submitted at the time of the proposal but would contain flexible features.

Example.—Under CETA we are to serve welfare, disadvantaged, underemployed and unemployed. These individuals, when they are slotted into our full-time, on-going programs, without supportive services, their chances of succeeding are greatly less. Services that we are talking about are tutoring, child care, counseling and transportation.

5. Recommend that all future vocational education legislation should be coordinated as an integral part of the national manpower policy and that such a policy should relate to problems in education, manpower training, welfare, rural and urban needs.

Comment.—With this recommendation in mind, I would say that the clout for any manpower policy should be tied in with vocational education and that can only be done through the Department of Health, Education and Welfare. Many of the manpower programs that seem to be developing under CETA seem to be subsidizing people in their present state rather than training or retraining them for useful employment.

6. Recommend that attention be given to new vocational legislation that recognizes the career education concept.

Comment.—Vocational education should be an indispensable and expanding element of career education. Fundamental changes in the curriculum, teaching and administrative structure of the public school system are required to bring this about.

7. Recommend that the legislation strengthen the in-service teacher education portion of the law.

Comment.—The occupational areas are changing so fast as well as new areas being generated, that the technical nature of the teaching content must be kept up-dated through good in-service education programs. Some innovative approaches are needed in cooperation with business and industry.

8. Recommend that a look be made, under the category of adult education, at adult programs for the effective use of leisure time activities.

Comment.—Very little has been said or legislated in the past for this area of adult education. Yet our statistics show us that one of the major social problems that faces us in the not too distant future is the effective use of leisure time.

Meaningful leisure time activities is one very important safe guard to mental health.

STATEMENT OF ROBERT P. SORENSEN, DISTRICT DIRECTOR, MORAINE PARK TECHNICAL INSTITUTE

Mr. SORENSEN. I would like to confine my remarks to a few of the vocational education programs here at Moraine Park that have been fostered through the efforts of the Vocational Act and its amendments.

At the conclusion of my remarks a few suggestions will be made as to the areas to be considered in new vocational legislation.

A complete testimony has been prepared for you and sent to you.

We have a multioccupational career development project. This program began in 1970 and presently has a staff of four people. The purpose of the project includes orientation to the world of work, placement of students in education training programs, placement of students in a job, provisions of supportive services and provision of consistent followthrough.

A team approach is used in conjunction with the Wisconsin State employment security division to provide a systematic and yet flexible approach to the delivery of manpower and supportive services to the handicapped people.

On page 5 in your material we find a breakdown of the persons served by the various disadvantaged categories. There is the vocational level completed. Then you have the economic and the cultural breakout. The last three are your various ethnic groups. It is in your material. We won't spend too much time on this.

On page 6, this project is broken down for the disadvantaged and the handicapped. This is rather significant. There is the expected success ratio of 25 percent. This was obtained through a consultant of the State board. It was the feeling that that percentage would be successful. It was for 1972–73, 64 percent, 1973–74, 81.3 percent. We are very proud of that.

On the bottom is the same project only this time for the handicapped. A total of 25 percent was expected. We have reached 66.7 during this last fiscal year.

The overlays found on page 11 through 22, these are the folded sheets. I am looking at pages 15 and 16 to show you something here. These are the clients on the left. They are labeled by student number. It shows the maintenance costs prior to entry into a program, job title, when started, earnings, taxes paid per paycheck.

A lot of these clients come to us on a dependent's welfare check or unemployment. And he has already contributed $668.82 into Federal taxes and $254.34 into State taxes.

I will skip page 16 although there are some on there with higher Federal tax dollars already put back into the Federal coffers.

On page 10 with this overlay is a summary of total gross earnings, Federal taxes paid during the past year by these people. You note that only 27 percent are now receiving support from another agency.

This is a mobile unit instructional package. Through this mobile unit there is onsite prevocational instruction, vocational evaluation and job counseling services.

Another is the correctional program you have heard a lot about. But I will briefly go over it. Just not quite a year ago the Moraine Park assigned a full-time staff to work with the Wisconsin Division of Corrections at their institution at Fox Lake to evaluate existing vocational and technical programs to determine what was needed to upgrade their programs to achieve accreditation status and a Moraine Park diploma.

We found 52 of the 73 men who graduated in May are still incarcerated and 12 have been transferred to minimum-security camp systems. One graduated and is paroled and is working in a training program related to his job preparation with an excellent salary. Two transferred credits to continuing education. One has been reincarcerated within the last month or so; 29 have already been interviewed for school placement; 27 have been interviewed for job placement. Three have been interviewed for apprenticeship placement.

Additional projects are merchandising and a custodial service program.

This will give you an idea of the enrollments up through last week. Here are the students in the first general category there that have been accepted on a full-time and a part-time basis, the number that have withdrawn from the program, those that have been paroled or released, those that have transferred to another institution and those presently active in the program.

You can see 650 inmates have been involved in the program at some time or other, during this last year.

We have got other projects for the prisoners. We have got one at Wisconsin State Prison in Waupin. There is a program for vocational counseling services, another one in occupational development, machine trades, another in welding skills.

We have started one in food service, have we not? Another one is starting in the remedial prevocational area.

At our back door about a mile or two will be found the Women's prison, known as the Wisconsin Home for Women. We have a cosmetology program and a remedial program. We are not as much involved in the development of their educational plan. It is basically only a clearinghouse for their projects.

Another project that might be of interest in the consumer and homemaking area is the home and family management program.

The idea is for people to improve themselves in such areas as nutritional habits, home management and housing, improve personal and family hygiene, health practices, better understanding of child care practices, improved clothing and laundry practices.

Another one you might be interested in is the orientation of emotionally disturbed persons to enter the world of work through vocational education.

The purpose of this program is to provide a coordinated educational program in county mental health centers, a rather new endeavor in the State, to provide patients with an orientation to the world of work, to provide patients with knowledge of various occupations through exposure to a variety of specific job experiences inside the mental health institutions, such as laundry, housekeeping, maintenance in kitchen areas, to provide the training and education to fit the needs of each client assigned to this project, to develop each person's capacity to become a wage-earning member within the community, to develop within the client the skills to effectively function in another environment: the community, the job market, the family.

I am going to put on an overlay here to show you some of the jobs that these people have received. There are a number of patients listed there along with the pay scale they are presently receiving and the arrangements that they have, either in the mental institution, returning in the evening or apartments throughout the area.

The project is very successful. We have a number of research projects that you can read in your materials that have been handed out to you. I won't go into them.

About 2 or 3 years ago we began offering through our Beaver Dam campus what we call block apprenticeship. These are instruction packages for apprentices who don't normally receive related instruction because there are only one or two located in his district.

There are about 12 or 15 throughout the State. They work together in a block approach and they received related instruction. We have about seven or eight of those.

Some recommendations that I would then have, I will turn to that.

First, consideration to move away from specific categorical aids to a more general category aid approach.

A comment under that: The specific categorical restrictions have prevented us from providing comprehensive student need fulfillment in that we may have had to write separate proposals for homemaking, handicappd and disadvantaged, all under different projects.

An example: if a person needs adult basic education at the same time he is disadvantaged and needs a skill training program, supplemented with a consumer preparation, he must be enrolled in three different projects. We must fund three different projects.

Second, recommending that 10 percent of the funding allocated on any project or categorical area be available to the sponsor of the project for use on a flexible basis as the need arises within the project.

The comment here is when we plan a project a year in advance we can't anticipate all the needs of every individual. This might be handled through State guidelines or what have you.

Third, recommend that what seems to be a congressional practice of funding programs months after the beginning of the fiscal year should be altered so that one can deliver services with full knowledge that funding is indeed available.

I know of some districts where we have laid off staff on June 30. We have lost good competent staff. When the project is funded in October we find ourselves with a problem.

Fourth, recommend that provisions for monetary payments of stipends, scholarships, loans, grants, et cetera, are presently not adequate to serve the special needs groups.

A comment here: Supposedly this problem area should be covered under the new CETA legislation. It is to a limited extent. The slot-in students through CETA do receive a stipend. But the way it is administered and presented to the individual it gives them the feeling of receiving a wage or welfare payment rather than a scholarship.

We feel that the best approach would be the provision for a block grant of money which would be awarded to the local sponsor, the school in this case, to be distributed to the student based on personal needs as determined by the local sponsor, the local sponsor's plan for this service would be submitted at the time of the proposal but would contain flexible features.

Example: Under CETA we are to serve welfare, disadvantaged, underemployed, and unemployed. These individuals, when they are slotted into our full-time, ongoing programs, without supportive services, their chances of succeeding are greatly less. Services that we are talking about are tutoring, child care, counseling, and transportation.

Fifth, recommend that all future vocational education legislation should be coordinated as an integral part of the national manpower policy and that such a policy should relate to the problems in education, manpower training, welfare, rural and urban needs.

A comment here: With this recommendation in mind, I would say that the clout for any manpower policy should be tied in with vocational education and that can only be done through the Department of Health, Education, and Welfare. I suppose you have heard that over and over today.

Many of the manpower programs that seem to be developing under CETA seem to be subsidizing people in their present state rather than training or retraining them for useful employment.

Sixth, recommend that attention be given to new vocational legislation that recognizes the career education concept.

Some comments: Vocational education should be an indispensable and expanding element of career education. Fundamental changes in the curriculum, teaching, and administrative structure of the public school system are required to bring this about.

Seventh, recommend that the legislation strengthen the in-service teacher education portion of the law.

Eighth, recommend that a look be made, under the category of adult education, at adult programs for the effective use of leisure time activities.

A comment here: very little has been said or legislated in the past for this area of adult education. Yet our statistics show us that one of the major social problems that faces us, our country, into the not-too-distant future is the effective use of leisure time for the adult age 65 and older.

Meaningful leisure time activities is one very important safeguard to mental health.

In conclusion, I would just say that I thank you for this opportunity to present the paper. I speak on behalf of the board.

I thank you also for selecting Moraine Park to hold your oversight hearing at. We are pleased.

Thank you.

Mr. Steiger. Thanks, Bob. Do you want to sit down right here? Bill Sirek is next, Fox Valley District, VTAE.

[Prepared statement follows:]

Prepared Statement of William M. Sirek, Director, Fox Valley Technical Institute, Appleton

IMPACT OF VOCATIONAL EDUCATION ACT OF 1963 AND AMENDMENTS OF 1968

Facilities

The Fox Valley Technical Institute has been able to implement a very comprehensive occupational training program as a result of the funding made available through the Vocational Act of 1963 and Amendments of 1968.

With the organization of the Fox Valley Vocational, Technical, and Adult Education District in 1967, seven local vocational-technical community schools were consolidated.

Immediately upon the organization of the District, the Fox Valley Vocational, Technical, and Adult District Board commissioned the administrative staff to proceed with the development of the educational plans of the District and to bring to fruition a physical facility, including recommendations as to a site which would expedite the educational programs to meet the needs of the work force of the District.

After a year of planning, which entailed working with 42 advisory groups representing various trades and occupations in the District, an architect was hired to submit plans for the development of a facility, which were later submitted to the Wisconsin Board of Vocational, Technical, and Adult Education. When the plans were approved, the District built the facility in a four-phase plan. The District Board voted to borrow $5.7 million through a bond issue to construct the necessary facilities for the first phase. A referendum election was held which carried by a vote of three to one, indicating the support of the community for the construction of a facility to provide a comprehensive program of vocational, technical, and adult education to meet the occupational needs of the citizens and to provide skilled manpower for business, industry, agriculture, and social service organizations in the District.

The site selected for the facilities is located on a 140-acre plot readily accessible to 86 percent of the population of the District within a 20-mile radius. Construction of the facility started in 1970 and was completed in 1974.

The first phase consisted of a six-building complex with 256,000 square feet for a cost of $5,800,000. Under the 1968 Vocational Acts Amendments, the District received $806,366 as part of the construction cost. Simultaneously, the District appropriated, out of their working budget, additional moneys for equipment in the amount of $355,384, along with federal assistance under the 1968 Amendments in the amount of $164,136.

In the fall of 1972, phase two has started in order to provide additional programs particularly in the health and social service area for the Fox Valley VTAE District. This facility constituted 26,500 square feet for the accommodation of these programs. The projected cost of the project was $677,800 with the local share being $552,980, and federal aids received under the 1968 Vocational Amendments amounting to $124,820. Concurrently, project proposals for equipment in all programs amounted to $211,189 from local funds and $76,173 from Federal moneys under the Vocational Education Act.

In the fall of 1973, the Fox Valley VTAE District Board undertook phase three which was the construction of a facility of 50,500 square feet, at a cost of $671,410, to house programs in Truck Driving, Diesel Mechanics, and Farm Machinery Repair. Local funds for this facility amounted to $494,740, with Federal funds under the 1968 Vocational Act Amendments amounting to $75,000 for the facility and $101,670 for equipment.

With the completion of these facilities, the Fox Valley Technical Institute now offers full-time training programs in 42 occupational areas, which were made possible through the support of the local community, the citizens, the District Board, and funds received through the Vocational Education Acts.

Exemplary Projects

Since 1968 there have been a number of exemplary projects which resulted from the Vocational Education Acts. These projects enabled the Fox Valley

Technical Institute to research and analyze the concept of differentiated staffing in a vocational-technical system. Faculty and administrative committee members, through an exemplary project on differentiated staffing, have been able to develop a plan to more effectively utilize the persons involved in the instructional process at the Fox Valley Technical Institute.

Another project that has been particularly effective for us has been the Learning Styles Project. This project enabled us to analyze learning styles of students who come to a technical institute and develop alternative teaching techniques and materials which are consistent with the preferred learning styles of students. Through this project we have been able to map the teaching styles of approximately 25 percent of the faculty of the Fox Valley Technical Institute in order that they could become aware of their teaching personality and delivery system.

Most recently the Fox Valley Technical Institute has completed phase one of the exemplary project on year-round education. The purpose of this project is to analyze the feasibility of converting vocational-technical programs to a flexible year-round operation. As a result of an intensive study by a faculty-board committee, a model for conversion to year-round education was developed and a number of school programs are in the process of conversion to the year-round school. This will most certainly result in more effective and efficient utilization of school facilities, equipment, and staff.

Fox Valley Technical Institute is initiating a project for fiscal 1975 dealing with Computer Assisted Instruction and Computer Managed Instruction, which will provide another means of learning to students at FVTI.

All of the exemplary projects were aided under the Vocational Education Amendments of 1968. The total amount of funding for these projects was $196,787 with $158,269 coming from the Vocational Amendments of 1968.

Curriculum Projects

The Vocational Amendments of 1968 made it possible for the Fox Valley Technical Institute to institute some curriculum projects which resulted in the Fox Valley Technical Institute assuming a leadership role in the State of Wisconsin in individualizing instruction in order to better meet the needs, interests, and abilities of students preparing for careers of their choice.

Through these projects we have developed instructional resources and materials which are being used at FVTI as well as being shared with other institutions throughout the United States. Most important, these projects have provided flexibility in order that our students may quickly proceed through their instructional program and become available for employment.

Through the individualization of instruction, as a result of the curriculum projects, the Fox Valley Technical Institute has been able to open end many of the programs offered so that students can start at various times throughout the year and exit to employment at various times when proficiency in a particular occupation of their choice has been completed.

Regional Career Information Center

The goal of this project was to develop a network of career resource centers located in each of the 26 high school districts comprising the Fox Valley VTAE District and at the same time supply this information to other technical institutes in Wisconsin for prospective students desiring career information. The Fox Valley Technical Institute developed pilot centers consisting of a motor coach that could be taken from one school to another in assisting counselors and prospective students with career information. In addition to the motor coach, another complete set of materials has been made available to put into classroom settings. The project has been equipped with the following type of information: career films, cassette recordings, cassette film strips on careers, career displays and pictorials, video tapes on business, industry, and vocational-technical education information.

The career information is designed in such a way that it can be loaned to any center desiring specific career information for short periods of time such as individual requests for 16 mm. career films.

The project was initiated in 1970 under the Vocational Amendments of 1968 and was continued for two succeeding years, 1971 and 1972. The total cost of the project was $56,020 with $33,612 funded from Vocational Education Act monies. Since that time the projects have been funded in part by student orientation fees and local operation monies.

The project started with eight schools using the career information and has been expanded steadily until during the 1973–74 school years, 36 schools used the materials. These career information materials have been overwhelmingly received by guidance counselors and have served over 10,000 students each year in making career choices.

Outreach Services—Disadvantaged and Handicapped

Since the implementation of the Vocational Education Acts of 1963, the Fox Valley Technical Institute has made a concerted effort to reach and recuit minority groups and disadvantaged individuals into training programs by offering courses in adult basic education, career information, and occupational training. In 1971–72 alone in a project totaling $60,680, of which $27,306 were matching federal funds, the District served 2,200 Mexican-Americans and Indians on an individual basis through a mobile adult basic education program. A number of these students enrolled in full-time career programs and were trained for employability.

Occupational training programs have been made available in the clerical occupations, machine operation, welding, small engine repair, and maintenance areas, not only for this group but many other individuals that were also classified as disadvantaged.

Since 1970 and through July 1, 1974, a total of $1,256,629 was expended of which $698,242 was from federal funds, with the local matching district funds amounting to $558,387.

These projects served a total of 4,838 individuals.

Occupational Extension

Through the Vocational Education Acts the Fox Valley Technical Institute has offered extension training programs to upgrade individuals employed in practically every occupational area in the District.

Training has been offered to farmers to improve their skills in the area of agriculture, and we have found that farmers enrolled in these programs have increased their net worth on the average of $2,000 for each year spent in the program. We have been serving 850 to 1,000 farmers in these activities each year. This has made a tremendous economic impact on the agricultural community of the District.

Individuals employed in the construction trades were given extension training programs in order to upgrade their skills and to keep abreast of the changing technologies in their various occupations. Over 3,000 students have been served each year in these areas of extension training.

With the assistance of Vocational Education Act monies it was possible to provide updated equipment and instructional materials to make extension training programs relevant to the students in the multitude of occupations served.

Consumer and Homemaker Education

Activities were continued in each of the 26 high school districts comprising the Fox Valley VTAE District giving the homemaker information not only in consumer knoweldge but also in giving training which the homemaker can use as a part-time wage earner.

Conclusion

As a result of the Vocational Education Act of 1963 and the Amendments of 1968, the Fox Valley Technical Institute has been able to expand its full-time training programs from 27 to 42, thus offering a variety of career occupational opportunities for young people and adults in the Fox Valley VTAE District. Enrollments have increased in the full-time programs from 875 in 1967 to over 4,500 in the 1973–74 school year.

In the outreach activities enrollments have increased from under 10,000 to over 19,000, all of which were made possible through the tremendous community support of vocational, technical, and adult education activities, as well as the support that has been received in financial assistance through the Vocational Act of 1963 and the 1968 Amendments.

Many individuals who were underemployed have been trained so they could be employed to their capacity, as well as many unemployed individuals who were taken off welfare rolls due to training activities and educational opportunities made available through the Fox Valley Technical Institute. This has been true not only in the Fox Valley VTAE District, but the same type of impact has been carried out in the other 15 districts of vocational, technical, and adult education in the State of Wisconsin. With this type of impact, it is felt that the Federal Vocational Education Act should not only be maintained but increased in order to continue to expand the occupational training opportunities to the citizens of the District and the State of Wisconsin.

STATEMENT OF WILLIAM M. SIREK, DIRECTOR, FOX VALLEY TECHNICAL INSTITUTE, APPLETON

Mr. SIREK. Mr. Chairman, members of the committee, I am very pleased to be here. I will make just a few brief comments, some things that are being done at Fox Valley Technical Institute as a result of the Vocation Education Act of 1963 and amendments of 1968.

I personally felt for many years that one of the things we needed to do was open-end vocational, technical, and adult education so that individuals could come into the school at various times of the school year and exit at various times.

It was a proposal to the State board of VTAE for individualizing the vocational education programs. This has resulted in us being able to handle more students and getting them on the job in shorter periods of time than normally.

As an example, in our truckdriving program we are able to turn out about 45 students a year. Since we individualized the program, we this year turned out 150 truckdrivers. Eighty-five percent of those are presently employed in over-the-road transportation. Many of the students going into this program made less than $3,000 a year before they came into the program.

One of them came to see me the other day and showed me his W-2 form for last year. He made $16,000. I think that shows that there has been an effect of vocational education as far as employment and economic status for individuals.

We also have tried to submit a proposal to open-end our vocational education program on a year-round basis. We now have several programs that run 48 weeks out of the year. So students can come in at various times and exit at various times and attend throughout the year.

We also implemented a program because of the nature of our district, which is both rural and urban. To a large extent around Lake Winnebago it is urban and about 5 miles away from the lake it is rural.

We have a variety of high schools in the district. We felt we needed to assist the career education concept with these people. So we developed a career education project which is mobile which we can take down to the 26 high schools now so students can be aware of the various types of operations and occupations that are available not only in the district but throughout the State of Wisconsin.

This has been used very extensively by the high schools in our district and is the result of a project funded under the vocational education amendments.

As a result of Federal funding we have been able to expand the vocational education opportunities. In 1967 we had 25 or 27 programs, different occupational programs.

Today we have 42 different occupational programs available for the young people and adults. Our full-time enrollments have increased from less than 1,000 full-time students to over 3,400 in that period of 7 years.

This has enabled us to train many, many people to fill the various job opportunities that are available to young people and adults.

I presented this information in a paper to you people. I mailed it to you. I also have copies here for you.

I want to say in conclusion that anything that can be done to expand or increase the vocational education funds on the national level, to underwrite or to help the local communities offer training programs for young people and adults, I am sure will be well spent because we have found in our district that we have taken many, many people off of welfare rolls through our education programs and thus get a good economic return for the money that is invested.

I would like to reiterate and strengthen some of the comments that have been made today if there is anything that can be done not only to increase the funding but to make it available so that we can do a better job of budgeting and planning would sure be appreciated.

We just went to a budget hearing last Monday evening. The taxpayers asked us,"Well, how do you budget for your Federal funds and how do you budget them from the standpoint of conducting your programs?"

We said, "Well, it is just nothing but guesstimates because we don't know what is going to happen in terms of the Federal funding of vocational funding as far as the various programs are concerned and it makes it very difficult many times to carry out commitments that we make."

If we don't get the funding until after the school year starts then we all of a sudden are faced with the problem of trying to complete the projects or trying to get it rolling during the last month or two of the school year.

I thank you for this opportunity to make these comments.

Mr. STEIGER. Thank you, Bill, very, very much.

Dr. Joseph Pellegrin, superintendent of Oshkosh Schools. Joe?

[Prepared statement follows:]

PREPARED STATEMENT OF JOSEPH PELLEGRIN, PH. D., SUPERINTENDENT, OSHKOSH AREA PUBLIC SCHOOLS

VOCATIONAL EDUCATION IN OSHKOSH SECONDARY SCHOOLS

Lorenzo Dow Harvey, a turn of the century school superintendent and vocational education leader in Wisconsin, said, "The state has organized the public school system, not as an act of charity, not for the benefit of the individual, but for the well being of the state itself." Education at the turn of the century in Wisconsin placed greater emphasis upon the needs of society than upon the desires of individuals. The disparity between our social needs, individual wants, and what our educational institutions are producing is increasing. Across the land the public is deeply concerned about education and their concern is rooted in reality. There is a crisis in the confidence of our educational system which may be imbedded in the dichotomy of tradition versus contemporary societal needs.

A part of the solution is perfectly clear, the educational dichotomy of societal versus individual needs must be breached. There must be a direct involvement with reality and the needs of society. If the educational system is going to fulfill its role in benefiting the individual and providing for society than a practical approach to education must prevail. Miseducated people are a problem to society to themselves and are a threat to the economic prosperity on which the hopes of the nation depend.

To a person leaving high school today, employment or the possibility of employment is essential for orientation into the real world. Society, measures "success" in terms of employment, thus, to students employment becomes a symbol of acceptance into society. Adults wish to become successful. Therefore, Vocational

Education strongly and positively contributes to a persons self concept and his acceptance into society.

Vocational Education programs partially funded through Federal dollars at Oshkosh North and West High Schools are providing learning opportunities for students which foster positive attitudes which allow them to become employable, promotable, and flexible in Society. Students have found it easier to become involved as employees in the adult "world of work" because of their experiences in cooperative "on-the-job" programs which have permitted them to become aware of employment demands placed on beginners. Annual follow-up studies in each Vocational program has revealed a need for continuous Vocational programs.

Our experiences confirm that Vocational training programs are not for a select few. There *are* programs for those students with limited academic talents and for those with the above average academic ability. If proper opportunities are available to students, education becomes more meaningful, resulting in a more humane, constructive, positive thinking adult.

Providing for an individuals employability as he leaves school, to enter his worklife, is one of the Oshkosh School Systems major goals. To meet this goal it becomes necessary that vocational education receive continued revision and expansion.

The goal may be reached when school personnel responsible for programs, together with representatives of the business community, in cooperation with governmental units plan and produce cooperative programs designed to meet individual and societal needs; enabling students to prepare for technical manpower demands of the future.

TABLE I.—VOCATIONAL EDUCATION PROGRAMS OSHKOSH AREA PUBLIC SCHOOLS 1965–74

	1965–66	1966–67	1967–68	1968–69	1969–70	1970–71	1971–72	1972–73		1973–74	
Secretarial office occupation	W	W	W	W	W	W	W	W	N	W	N
Distributive education (changed to sales and marketing in 1972–73)	W	W	W	W	W	W	W	W	N	W	N
Food services		W	W	W	W	W	W		N	W	N
Radio-TV and electronics		W	W	W	W	W	W	W	N		N
Vocational welding		W	W	W	W	W	W		N		N
Agri-business			W	W	W	W	W				
Clerical office occupation				W	W	W	W	W	N	W	N
Automotive service				W	W	W	W	W	N	W	N
Industrial drafting					W	W	W	W		W	
Data processing					W	W	W	W	N	W	N
Vocational agriculture					W	W	W				
Consumer home economics					W	W	W	W	N	W	N
Graphic arts									N		N
New Pilot agriculture agri-business program								W	N	W	N
Job placement										W	N

Note: W—Oshkosh West High School; N—Oshkosh North High School.

Federal Funding in the Oshkosh Area Public Schools

In 1965, Oshkosh was selected as a pilot school in Wisconsin to develop and implement quality Vocational Education programs. During the last nine year period (1965–74) the number of programs has increased in Oshkosh from two in 1965 to eleven in 1974. In addition to the 11 vocational training programs Oshkosh has developed a comprehensive Consumer Education curriculum, and on the drawing board is a Health Careers program. Further, a pilot High School "Job Placement" program will be underway in September 1974. (Table I indicates program growth.) Significant is the fact that all programs begun in 1965 have continued.

Job placement services will be initiated in Oshkosh schools without endangering the placement program presently in existence for students enrolled in capstone courses. Job placement is defined as a school to work project complementing existing vocational programs. Students not involved in capstone programs have a need for assistance in securing their initial and appropriate place in the work world.

A comprehensive job placement program is to be coordinated with existing counseling programs, therefore suggesting the need for restructing the guidance and counseling services now provided in many secondary schools.

Cooperative on-the-job training is incorporated in nearly all of the Oshkosh Vocational programs. On-the-job training incorporates experience in the world of work that cannot be duplicated in the classroom. On-the-job training is recognized in Oshkosh as the strongest method for learning vocational skills.

Financial requirements for initiating and maintaining quality vocational programs are above normal. Financial expenditures rest in two major categories:

a. Staff for supervising and implementing vocational programs resulting in a reduction of classroom teaching assignments.

b. Purchase of classroom instructional equipment to more closely simulate the experiences students receive at their training station in the community.

From 1965–1973 The Oshkosh Public School District has been provided with $329,011, in Federal Vocational Education Funds. (See Table II for distribution of funds.)

68% of these funds covered reimbursement for Vocational Education staff salaries.

27% for capital outlay, to provide classroom equipment for students, enabling them to gain entry level skills for their cooperative education experience in the community.

3% for miscellaneuos expenses including local travel allowances.

3% for guidance.

By December 1974, additional monies to cover support vocational programs for the 1973–74 school year are anticipated to be $72,300. A nine year total receipt of Federal funds in Oshkosh will exceed $400,000.

During the 1973–74 academic year, 25% of the senior class in Oshkosh schools were enrolled in one of the approved, reimbursable, vocational training programs. A steady growth has been evident during the past nine year period. To date 1223 students have completed capstone programs in Oshkosh.

The results of these programs are measured by annual follow-up studies made on October 1 of the year following high school graduation.

Programs	Percent			
	Salary	Capital outlay	Miscellaneous	Guidance
1970–71: Vocational guidance; agri-business; vocational agriculture; office occupations (secretarial); LVEC; radio-TV and electronics; office occupations (clerical); automotive service; food service; industrial drafting; distributive education; data processing; and consumer homemaking ($55,142) (885)	74	16	3	7
1971–72:				
West High School: clerical practice; consumer H.E.; vocational agriculture; industrial drafting; automotive service; vocational welding; data processing; LVEC; distributive education; food service; radio-TV and electronics; secretarial practice; and vocational guidance ($44,842)	78	14	2	6
North High School: Secretarial practice; clerical practice; radio-TV and electronics; distributive education; auto mechanics; welding-metal fabrication; food service; graphic arts; vocational agriculture-agri-business; and data processing ($50,173)		100		
Net received from Federal Government 1965–1972 ($270,667)	66½	28¾	2¾	2

TABLE II.—REIMBURSEMENT ON VOCATIONAL EDUCATION PROGRAMS

Programs	Percent			
	Salary	Capital outlay	Miscellaneous	Guidance
1965–66: Office occupations (secretarial); distributive education; and LVEC ($7,121)	72	26	2	
1966–67: Office occupations (secretarial); distributive education; food service; radio-TV services; vocational welding; and LVEC ($15,400)	80	17	1	2
1967–68: Office occupations (secratarial); distributive education; food service; radio-TV services; vocational welding; agri-business; and LVEC ($32,501)	80	19	1	

TABLE II.—REIMBURSEMENT ON VOCATIONAL EDUCATION PROGRAMS—Continued

Programs	Percent			
	Salary	Capital outlay	Miscellaneous	Guidance
1968–69: Office occupations (secretarial); distributive education; food service; radio-TV services; vocational welding; agri-business; office occupations (clerical), automotive service; and LVEC ($27,671)	86	11	2	1
1969–70: Office occupations (secretarial) distributive-education; food service; radio-TV services; vocational welding, agri-business; office occupations (clerical), automotive service; data processing, industrial drafting, agriculture and LVEC ($36,832)	61	27	11	1
Net received from Federal Government ($119,625)	76	20	3	1
1972–73:				
West High School: Vocational guidance; automotive service; radio–TV and electronics; sales and marketing; LVEC (north and west); office practice; vocational agriculture; agri-business (north and west) ($35,229)	77	13	4	6
North High School: Vocational guidance; food service (north and west); applied metals (north and west); radio–TV and electronics; automotive service; sales and marketing; data processing (north and west); graphic arts; consumer home economics (north and west); office practice ($23,115)	74	23	2	1
Net received from Federal Government 1965–73 ($329,011)	68	27	3	2

Interpretations of follow-up studies involving 1018 students (1965–1973) are summarized below:

88.2% of the students from Vocational Education Programs are employed full-time in areas of preparation, in related areas, or are receiving additional training. The figure rose 8% since 1970 and has been holding at approximately 88% for the past three years.

Since 1970 there has been a 12% decrease in enrollment of vocational students in four-year college and universities, while an increase of 15.2% in attendance at two year technical school, resulted.

A steady increase is noted in the number of students working part-time while attending school. In 1973, 15% of the students were working part-time in related areas of preparation while attending school.

Unemployment increased only .2% from 1972 to 1973, with a total unemployed average of 1.8% over an eight year period.

Student follow-up information is presented in Table III.

Data would indicate that students are becoming responsible due to the experiences received on their jobs in cooperative work study Vocational programs.

Data indicates more positive attitudes toward jobs held by graduates who were previously enrolled in Oshkosh vocational programs.

Graduates from the Oshkosh vocational program have indicated the following:

- a responsibility to their employers;
- are better able to cope with problems at their job;
- can adjust more easily to working with more mature and experienced co-workers;
- are less likely to change jobs frequently;
- are well trained for their present job;
- have a positive attitude toward their employer;
- have received promotions and advancements more frequently than non-vocational graduates;
- are positive in recommending vocational programs to those students interested in vocational programs.

TABLE III.—ITEMIZED 8-YEAR RECAP OF FOLLOW-UP OF STUDENTS IN VOCATIONAL EDUCATION

[Percent]

	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Students employed full time in the areas of preparation	42	23	60.8	51	45.3	31.2	45.3	39.5
Students employed full time in a related area of preparation	5	28	5.4	8	11.5	14.8	9	8.4
Students employed full time in an unrelated area	13.2	4	9.5	10	9.3	13.8	7.2	9.6
Students continuing their education	32	25.2	12.2	21				
4-year college					10.9	24	19	12
Technical institute					23.2	1	9-15	16.2
Working part time in related areas while attending school	100	14.1	5.4	8	1.6	8.1	10	15
Working part time in a related area of preparation			8	1		2	2	2.4
Working part time in an unrelated area					1.6	1		
Students seeking work		1.3	1.4		.8	3.6	4	3.5
Students in military service	2.6	6	2.7	6.8	1.6	5.6	5	4.8
Students who are married	2.6	12.5		1.1		1.5	.7	2.4
Others (deceased, et cetera)	2.6			1.1	.8	1.5		

Below are some statements freely given by graduates of the Oshkosh Secondary Vocational Education Program:

"I have gained many things from on-the-job training program. The first of these things is experience in working with other people and learning to get along with all types of personalities. It has become clearer to me that you can only get out of something what you put into it. With that realization in mind, I developed personal attributes as well as better skills. Meeting people in person as well as over the telephone became one of the most interesting experiences of my job as the months went by. The program also gave me an excellent chance to really look at myself and find out how much I didn't know and how much I did know. I gained from class discussions which involved the on-the-job training experiences of other students. From this, I could see someone elses mistakes and successes and could know what to do if I were ever confronted with a similar situation. All in all, I truly believe that the program was beneficial to me."

"I feel that I have learned the importance of completing my job accurately and to the best of my ability. My job is not just a slight menial task which can be done carelessly and haphazardly, but it is depended upon by the other people whom I work with—Just one little mistake on my part may cost the company and employees much time and effort. Therefore, I have realized that my job is important and that many other people rely upon me to do an accurate job."

"After working on the job, I also feel that I can associate with people more easily. I have always been afraid of people—meeting and talking with them—but I found that people are not large monsters ready to eat me up! This had given me a bit more confidence in myself and other people. On-the-job training has given me these valuable experiences, and now I can look to the future more securely."

"I have gained the experience of making snap decisions at a time when you have to make them or else. I have learned to be more careful of my work. At first I thought I had a picky boss, but now I am glad I did. He taught me the responsibility of doing my work right even if I had to do it over five times. I also learned to have more patience with people and more self-control when dealing with angry customers. I really gained a lot and if I had it to do over again, I'd be the first one to volunteer."

"Learning to associate and get better acquainted with people were really helpful to me. Having confidence in myself is most important. My office training will be an experience in my mind for the rest of my life. I know every girl cannot have the same opportunity I had at Oshkosh High School. Every girl that has the chance should take it. There are so many things that I've done better and more efficient since my training in the on-the-job program."

"It is difficult to find a job in our type of work when we are still in school. When we get a job through this program we do it to the best of our ability so we do not leave a bad impression."

"I think that the Cooperative Training Program is very good. The training that we get is excellent and is beneficial to us. The money comes in handy for those kids who come from large families. We learn how to budget our money."

"Cooperative training is a good program because it helps me to learn the real value of working and the intense training it takes to know a job very well. It also helps me to tune up on my class work and how it will help me on the job I have now. I would recommend this program to anyone who asks me if the co-op training is worth it. I'd tell them that it is more than worthwhile, it is an experience that I will never forget. This training helps me to be sharp on words; help others whenever I finish my own work; and remember not to tell anyone what goes on at the office."

"I think that working on the Cooperative Education program has helped me very much in learning how important a job like mine really is. I never put much thought in how important some jobs really are and how important it is to have all the workers work when they are needed. Without their cooperation the job wouldn't get done. By working on this program I myself learn things which I find are not only interesting but are also useful. But the biggest advantage of working is meeting and working with others. I find it is very rewarding to have a job where you can get along with others and count on them when you make mistakes to help you. I like the Cooperative Education program and I advise the program to keep on. I hope it never stops!"

Vocational Education programs, particularly those using the cooperative on-the-job approach have been a major factor in drawing together the business community and the school in an effective and meaningful way. Following are statements made by business people who have worked with capstone students and who also served on subject advisory committees at various times during the past nine years.

". . . The opportunity to participate actively in the Oshkosh High School cooperative vocational training program in food careers was reviewed and accepted wholeheartedly by our hospital administration. We were particularly interested in the student participation in a food service on-the-job type setting along with the appropriate curriculum at the High School.

"This program would provide the training necessary for the student to gain knowledge for profitable employment after graduation who might otherwise be unaware of career opportunities in the food service field.

"The program fulfills the need of vocational training and guidance for high school graduates immediately entering the labor market and provides the industry a better trained labor force from which to recruit . . ."

". . . While we as taxpayers, are generally opposed to increased taxation, we, nevertheless, recognize a lack of trades training for the many non-college bound high school student. Since industry must draw largely upon the labor available in the Oshkosh area, we would deem it only prudent to support expenditures and programs that will adequately prepare young men for industry.

"For this reason I wish to go on record, as a representative of _____________, as being in support of any effort to improve the facilities both from the standpoint of space and equipment needed to insure the continuing development of a trained work force. . . ."

". . . Those of us who have been working with the Oshkosh High School on the Welding-Metal Fabrication Advisory Committee, have been very pleased with the interest shown and the refreshing attitude of the school and staff in getting this program off the ground. The cooperation thus far has been splendid. We are hopeful that this area of training, which has been somewhat neglected in recent years, will be enlarged and improved for the benefit of those young people seeking employment in the local metal industries.

"Industry needs more trained people than ever before: particularly in the fields of welding-metal fabrication and general maintenance. For some years now the demand has exceeded the supply—and that supply has been trained by industry itself. Let us not be guilty of starving vocational education any longer.

"Another point worth considering, is the fact that while most of our high school students who graduate from college will never seek employment in Oshkosh, a major portion of the vocationally trained are needed right here in Oshkosh, by the taxpaying industries . . ."

In conclusion vocational education programs help students to be ready for the next step in their career ladder. Young people leave Vocational Education programs knowing that while they have developed basic skills and competencies and have acquired knowledges which make them employable, they should also reach out and search for more education and training and to go on to higher levels of aspiration *if* indeed it is within their reach.

Rapport has been established between local businesses, the industrial community, governmental units and the school. As each business has become involved in vocational cooperative training programs, as a training sponsor, or as an Advisory Committee member, each has become concerned with the development and progress of the total vocational program.

Meaningful and relative education for more students is a significant spin-off for community-school linkage.

Continued support for vocational education in Oshkosh is necessary, particularly in view of the rapidly changing technical work world in which Oshkosh High School graduates want and should become involved.

The initial federal monies provided through the 1963 Vocational Education Act and with continuing support through the amendments to Vocational Education has encouraged schools to become more responsive to Vocational needs of students.

The responses received from students, parents, employers, and the community, in general, are extremely supportive for vocational education.

STATEMENT OF JOSEPH PELLEGRIN, SUPERINTENDENT OF SCHOOLS, OSHKOSH, WIS.

Mr. PELLEGRIN. Congressman Steiger, Congressman Quie, Congressman Meeds, and Chairman Perkins, I am happy to be here today. I am also happy to have a member of this panel from the Blue Grass State, the home of beautiful horses and fast women. Or was it the other way around?

I can make that comment because my routes, like Bill Ramsey's, are in the East. Originally I hail from West Virginia. The way things happen in Wisconsin from time to time I understand the school boards encourage superintendents to go back to the routes of their beginnings. So like to keep those ties congenial.

We have heard a lot today from time to time about Oshkosh. We are extremely proud of the vocational program, in fact the entire educational system in our city.

We have come a long way. We are providing what we consider a great educational program as best we can.

We also feel that we are just beginning to scratch the surface. We are less than 50 percent of the way home.

The report I have given you, the program as it is affected by Federal funding, is described. This is by no means the total program in our educational system. You are either getting the cap of the haystack or the tip of the iceberg, whichever way you choose.

I take a line from Don McDowell, who says that we are like the Egyptian mummy, pressed for time.

Lorenzo D. Harvey, a turn-of-the-century school superintendent and vocational education leader in Wisconsin, said, "The State has organized the public school system, not as an act of charity, not for the benefit of the individual, but for the well-being of the State itself.

Education at the turn of the century in Wisconsin placed greater emphasis upon the needs of society than upon the desires of individuals. The disparity between our social needs, individual wants, and what our educational institutions are producing is increasing.

Across the land the public is deeply concerned about education and their concern is rooted in reality.

There is a crisis in the confidence of our educational system which may be imbedded in the dichotomy of tradition versus contemporary societal needs.

A part of the solution may be perfectly clear; the educational dichotomy of societal versus individual needs must be breached. There must be a direct involvement with reality and the needs of society. If the educational system is going to fulfill its role in benefiting the individual and providing for society than a practical approach to education must prevail. Miseducated people are a problem to society, to themselves and are a threat to the economic prosperity on which the hopes of the Nation depend.

To a person leaving high school today, employment or the possibility of employment is essential for orientation into the real world. Society measures success in terms of employment. Thus to students, employment becomes a symbol of acceptance into society. Adults wish to become successful. Therefore, vocational education strongly and positively contributes to a person's self-concept and his acceptance into society.

Vocational education programs partially funded through Federal dollars at Oshkosh North and West High Schools are providing learning opportunities for students which foster positive attitudes which allow them to become employable, promotable, and flexible in society.

Students have found it easier to become involved as employees in the adult world of work because of their experiences in cooperative on-the-job programs which have permitted them to become aware of employment demands placed on beginners. Annual followup studies in each vocational program has revealed a need for continuous vocational programs.

Our experiences confirm that vocational training programs are not for a select few. There are programs for those students with limited academic talents and for those with above average academic ability.

If proper opportunities are available to students, education becomes more meaningful, resulting in a more humane, constructive positive-thinking adult.

Providing for an individual's employability as he leaves school to enter his worklife is one of the Oshkosh School System's major goals. To meet this goal it becomes necessary that vocational education receive continued revision and expansion.

The goal may be reached when school personnel responsible for programs, together with representatives of the business community, in cooperation with governmental units plan and produce cooperatively programs designed to meet individual and societal needs, enabling students to prepare for technical manpower needs of the future.

Mr. STEIGER. Bill Ramsey?

STATEMENT OF WILLIAM RAMSEY, DIRECTOR OF THE WORLD-FAMOUS MILWAUKEE AREA VOCATIONAL TECHNICAL AREA INSTITUTE

Mr. RAMSEY. Thanks very much, Bill. I am going to make mine very brief.

Things are going on so fast there, we are used to making our reports rather brief.

So I have four brief statements and four recommendations and that is going to be it.

Four brief statements would be: I think the answer to Congressman Steiger being in the Wisconsin legislature so young is, he was a co-op student there.

The second comment is, I was happy to hear from Congressman Perkins about eastern Kentucky. I am quite familiar with that area because that is my home area, the Ohio River Valley. I visit that area quite often. I know of the area you are talking about.

The third comment that I would like to make, we have heard a lot of discussion today about the dairy State. We do have spigots in Milwaukee that milk doesn't come out of.

The fourth brief comment I think would be that John Zancanaro made some statements today that he wanted to retract. He attended the Milwaukee Vocational Technical School years ago. So we hope that has an influence on him.

Four recommendations: you have the document about our expenses and our expenditures. You also have an appendix with includes 70 programs we had this past year that were federally funded in the Greater Milwaukee Technical and Vocational Adult district.

Four recommendations are pretty brief: certainly we would like to see more resources provided that we could reach a greater number of our needs in a vast urban area. We are serving 1½ million people.

We would like perhaps to see some discretionary funds whereby these discretionary funds could go to meet some of these needs that sometimes arise rather quickly in urban areas because of crises and other situations that occur.

I would even go further than Mr. Lehrmann today when he said there ought to be 25 percent. I would iike to see 30 percent Federal funding.

I would like to see in the future a breakdown something like 40 percent State, 30 percent local, and 30 percent Federal funding.

So much for Recommendation 1.

Recommendation 2: I think we have had an excellent cooperative relationship between our districts. Categorical services should be continued to a point. I would agree with Mr. Lehrmann that they can be consolidated to some extent. I would hate to see some of the particular objectives, provisions, and goals be lost in a general fund situation.

If there is consolidation I hope that we put in the proper protective devices to protect the categories to meet the needs of the urban area.

The third recommendation: in our present arrangement the State agency maintains control over the Federal funds it receives and we in the local districts determine our needs, our needs for the disadvantaged, the handicapped, et cetera.

To protect it in the future in other States as well as our State, I think there should be an appeal procedure for due process in regard to the Federal funding.

In other words, if we are going to have due process it should be an appeal procedure whereby a local district, if dissatisfied, could make an appeal or if the State is dissatisfied, could make an appeal.

I think with our due process that we are having in our country today I think it is only appropriate that due process be placed in any legislation in order to permit this type.

We have some provisions now. I think they could be evaluated to see if they do meet the present needs in regard to local and State relationships.

I am not only giving this to you today from the standpoint of the Milwaukee metropolitan area but I do also as a chaiman of a group of the 50 largest cities in vocational technical education.

I know in meetings we have had in Washington recently with the U.S. Office of Education representatives from the 50 largest cities, we have had this concern. We feel that the appeal procedure should be looked at very carefully.

The fourth recommendation, in addition, we from the major metropolitan areas of the United States, in fact the 12th largest and certainly one of the 50 largest that we have been working with in regard to trying to meet common needs, we feel that there should be specific requirements in the legislation whereby urban representation is guaranteed on the national advisory committee and the State advisory committees.

I know there are some indirect methods there now such as so many according to population, so many from disadvantaged, so that we have a real clear interest and a keen design to see that a more specific allocation be made so that metro and urban representation be made on the State and national advisory committees.

Those are four recommendations I wanted to make after the salient points I made.

With the statistical information I gave you in the paper, I hope that our standards will be maintained and we will work closely together with the recommendations I have made so that we can meet our particular vexing problems of the 50 or more urban areas of the United States.

Thank you for the opportunity.

Mr. STEIGER. Thank you, Bill, very, very much.

Indianhead District, James Covey.

[Prepared statement follows:]

PREPARED STATEMENT OF JAMES COVEY, DIRECTOR, INDIANHEAD VTAE DISTRICT

THE NEED FOR A CONTINUED FEDERAL EFFORT TO ASSIST IN THE DEVELOPMENT OF VOCATIONAL EDUCATION

The Wisconsin Indianhead Vocational, Technical and Adult Education District is a rural educational district created by the State of Wisconsin to deliver a post-secondary vocational, technical training program to the citizens of the State of Wisconsin. As a typical rural district, it is identified by the demographic characteristics which one would normally associate with a district of this nature. These characteristics would be listed as: large land masses, sparse population, low income and high unemployment rates amongst the citizens of the district, and a widely separated grouping of municipalities with the accompanying scattered population growth areas.

The district consists of eleven counties located in Northwestern Wisconsin with a total combined area of more than 10,500 square miles. This area comprises 20% of Wisconsin's total land area.

The unique geographic characteristics of the district can be further emphasized by the fact that it's size exceeds the combined size of the states of Connecticut, Delaware, Rhode Island and the District of Columbia. In total, there are nine of the fifty states that have land areas smaller than that of the Wisconsin Indianhead VTAE District. Twelve states of the United States have population densities smaller than the population density of this VTAE District. The district includes 285 towns, villages and cities and incorporates a total of 47 public secondary school districts within its boundaries.

Within the district's land mass there are included four major Native American Indian Reservation Communities. These communities are populated by an approximate 3,000 Native American citizens.

Generally speaking, the district's unemployment rate exceeds the average unemployment rate of the State of Wisconsin as a whole. The average income of the district's citizens fall below that of the average citizen's income of the State of Wisconsin as a whole.

The demographic characteristics, which I have just briefly outlined for this paper, would serve as the base reference in evaluating the use of Federal Vocational Education Act monies by the district in its effort to serve the citizens of the Northwestern Wisconsin Region.

Philosophical Background for Vocational Education Act Funding

I have always believed that the Vocational Education Act of 1963 was established as a result of the study of a "blue ribbon" commission which was to decide whether vocational education, as a recognized separate entity in the educational field, should be continued in the United States. It was my understanding that as a result of this commission's study it was determined, in fact, vocational education was a form of education different from the general education needs of the country; and that there was a genuine need for the federal government to establish legislation which would increase the emphasis placed upon vocational education throughout the United States.

The resulting act, which was entitled the Vocational Education Act of 1963, provided a great deal of federal monies which would be made available to the states to increase their education efforts in the field of vocational education. Most vocational educators who had been laboring for many years under the burden of limited resources heralded the passage of the Vocational Education Act of 1963. I believe that it can be pointed out to our national leaders that a great many beneficial changes have been effected in this field of education as a result of that act.

This paper would reflect on four areas which I believe have been served by the original Vocational Education Act of 1963, and the subsequent amendments of 1968, and hopefully it would provide some rationale for further extension and improvement of this act through additional federal legislation.

The four areas which will be addressed will be considered under the following headings:

1. Human Needs Served Through Vocational Education Act Funding.
2. The Need to Develop Vocational Education Professional Staff.
3. Construction Needs of the Vocational System.
4. The Development of a National System of Vocational Education.

Human Needs Served Through Vocational Education Act Funding

The Wisconsin Indianhead VTAE District quite possibly has utilized a higher percentage proportion of Vocational Education Act monies for serving human needs than has any other district in the State of Wisconsin.

An example of the types of programs operated under the federal projects financed by Vocational Education Act monies are found in Appendix A. A summary of the clientele which are served by these projects fall under a number of disadvantaged and handicapped type citizens and would be identified as follows:

There are programs to assist the emotionally disturbed operating in the Indianhead District. These programs are focused primarily at two county hospital units which have involvement with emotionally disturbed and/or mentally or socially retarded populations. This program utilizes a strong vocational counseling effort with a training and retraining program to obtain job placement for these types of individuals.

There are programs undertaken in the district to serve family units of the disadvantaged clientele. The programs take the traditional home economics discipline and utilized it to reach the wives and families of men who are being educated in vocational education programs; and additionally, other disadvantaged families. Training focuses upon teaching the family members to make the most with what they have, and to utilize it in such a manner as to provide a better family living atmosphere. Home Economics skills such as care of children, cooking, consumer education and care of the household are stressed to these clients.

There are programs undertaken in the district to provide education to those who have been educationally disadvantaged. The district has over 41,000 citizens whose educational attainment stopped at the eighth grade level or less. The district has over 62,000 citizens over the age of 25 who have not completed high school. The five year average of high school dropouts in the district is 472 dropouts. These citizens have to be classified as educationally disadvantaged. Generally speaking, these individuals have not been able to use the full benefits of the educational programs which have been provided to them during their lifetime. It is also safe to say that, generally speaking, those individuals who have been just identified, have the native ability to achieve a much higher level of education than that which they have achieved; thus, it would fall upon the shoulders of the vocational district to upgrade them through education in order that they can obtain gainful employment and become productive citizens of our society.

The Indianhead VTAE District has a number of projects funded under Vocational Education Act monies and other federal legislation which has allowed them to develop learning resource centers which provide, when needed, a one-to-one ratio of teaching expertise. Additionally, they have provided a strong educational program which will allow citizens to begin at the first grade level of achievement and improve their skills in the basic reading, writing and arithmetic areas to a point where they can compete in many instances through the 12th grade level of achievement.

Without federal funding, many new concepts of education which have been incorporated within the system in this area, most certainly would have been developed over a greater length of time than that which has been utilized.

A fourth area of human needs which must be identified are these which are associated with the minority Native American population of the district. As has been pointed out previously, there are four major reservation areas within the district. In actuality, two of these major reservation areas are subdivided into sub reservation areas and most of these are at some distance from district campus institutions. Vocational Education Act monies have been utilized extensively in serving the minorities of the district. Examples of programs which have been established to serve the Native American population are identified in Appendix A, but in summary there are programs to provide mobile units which provides adult basic education training at the reservation areas; learning resource centers have been established on some reservation areas; there is a program entitled, Outreach Counseling, which provides counseling to these citizens; a Small Business Management program has been established which assists the Indian citizens in marketing the products of their efforts, primarily these are the Native American type of manufacturing products; a program has been developed in the Lake Superior Region which utilizes the red clay, which is commonly found in that area, for the use of pottery skill development; these skills have been identified as cultural type skill development. Law Enforcement programs have been undertaken for these minority groups to assist them in policing the laws established by their tribal council for their respective reservation areas; and mobile units have been utilized to provide skill training in occupational areas throughout the many reservation locations.

A fifth area utilizing federal funds to serve disadvantaged students would be that which are involved in penal institution assistance. In the case of the Indianhead District, this has been a relatively small effort but it must be pointed out that there is a minimum security institution within the boundaries of the Indianhead District; and programs in basic education, quantity food preparation, welding and other adult programs have been undertaken in that institution utilizing Vocational Education Act Funds.

The Need To Develop Vocational Education Professional Staff

I would like to briefly address my thoughts as they apply towards the importance of the Vocational Education Act in developing professional staff for the vocational system. I represent, quite possibly, the first recipient of Vocational Education Act monies under the Educational Professional Development Act section (EPDA) in the State of Wisconsin. In the years 1970–71 I had the opportunity to be an intern on the staff of the Wisconsin State Board of Vocational, Technical and Adult Education. This internship provided for me the initial monies I needed to undertake an effort in the University of Wisconsin Graduate

School to obtain a Ph.D. in Educational Administration. It was my thought at that time, along with many of my fellow educators who have followed a similar path, that there was a need in the Wisconsin vocational system to develop a number of individuals with higher degrees to serve the system. While there is an apparent glut on the market of doctoral graduates throughout the United States, I think that it could fairly well be argued that there is a shortage of individuals with a genuine vocational education background who have attempted to undertake this level of educational achievement. There is a number of reasons for this, most certainly not the least of which is the fact that by the time an individual completes his educational program and adds an accompanying occupational experience which is needed to generate a vocational educator, there are a great number of years of preparation time involved. In my case, I would point out that my formal education covers seven years and my occupational experience as an architectural draftsman was acquired over a period of six years. There is a need that exists and persists to exist to identify more leaders for our vocational education system with higher degrees. We are expected in this day and age to compete with the administrators of the colleges and universities throughout the state and the United States for state and federal monies in order that our system survive and grow; if we are to adequately compete for these dollars, I believe that the academic credentials must match those of the individuals with whom we are competing. I would strongly urge that this committee make every effort to ensure that the professional development needs to create more doctoral graduates for the vocational education system be emphasized.

I would also like to stress that there is a need to provide professional development monies for the other end of the spectrum. My doctoral dissertation, which focused upon the needs to train vocational educators in a much more flexible manner, leads me to believe that most of the future teachers of the vocational education system will not come from the traditional university programs, but will instead come from the ranks of the occupations which they represent. It is my thought that new and expanding technologies are being identified and will be developed in the vocational education system; the best teachers for these programs will be those individuals who come from the ranks of industries. It is my opinion that the most important training preparation which a vocational education teacher can have is that of occupational skills. Pedagogical skills, the required general education skills and the accompanying baccalaureate degrees rank as a secondary need. Nevertheless, they are an important need, and I believe that these individuals should be allowed to pursue an educational program which will be partially assisted by the Vocational Education Act funding. Thus, I would strongly urge that this committee make every effort to ensure that monies are left in the Vocational Education Act Bill which will expand and assist in the development of professional staff members.

Construction Needs for Vocational Education

The Wisconsin Indianhead VTAE District quite possible can be identified as the last district in the state to undertake a major construction program. It is believed that this is not untypical because one could quite possibly identify that the rural areas usually are the most unsophisticated districts in any individual state. Typically they have the least political clout available to secure funds for such an activity, and finally it must be admitted that they are usually the slowest districts to come around in development in this type of an activity. One of the tragedies of the current scene is that there are apparently minimal amounts of construction monies available to the vocational system through federal funding at this stage in time. The monies which have been made available through the Wisconsin Distribution of Vocational Education Act monies for the coming year are about 1.2 million dollars. It is my thought that this is approximately the same monies that were made available to the state ten years ago. Ten years ago those districts which were more sophisticated, had more political clout, and were ready to build obtained construction funding which would come close to 50% funding. Currently, the construction funding for the various districts in the state of Wisconsin are at about the 10 to 12 percent level. We then are faced with the fact that those districts that can least afford to build are going to be those districts that get the least amount of federal dollars, percentage-wise, and dollar-wise for their construction program. It is a rather cruel hoax that time has played upon these districts because the current inflationary trends for construction appear to be at an accelerated rate of 16 to 20 percent. Thus, while a district may wish to develop its building program in stages in an effort to acquire

10-12 percent federal construction monies, it is falling behind in its race to overcome the inflationary trends.

This then should be construed as a plea that this committee consider placing monies in future vocational education act legislation which will assist in the area of construction.

The Development of a System

In closing this paper, I would like to state that it has always been my opinion that the greatest philosophical support, and the greatest impetus, for vocational education has always stemmed from federal legislation. In a similar manner it is my belief that the state level understanding of a need for a vocational system exceeds that of the local citizens. One has to only look at the growth in vocational education since the inception of the Vocational Education Act of 1963 to support this contention. In Wisconsin, as an example, the districting laws which were enacted to help establish a strong reliable system, were effected in 1965, two years after the Vocational Education Act of 1963. I believe that if one were to take a look at the state legislation which has been enacted throughout the United States since the Vocational Education Act of 1963 it would support my contention that federal legislation has been important in providing the impetus for the improvement of vocational education throughout the country. Technology is expanding at an even faster rate, the need for training and re-training our citizens in the adult years is increasing yearly, the services which can be provided by a strong vocational education system are becoming more important as the months pass on, it seems to me that the federal government should maintain and increase its efforts in this field of education as a method of improving the abilities of the work force throughout the country.

This is to urge that this committee acknowledges that there is a sense of obligation to vocational education which the federal government has previously established and which should be allowed to exist and grow. I would highly urge that this committee in their review look at the many areas of vocational education laws, and note, that the needs that existed eleven years ago exist to an even greater extent today. It is hopeful that legislation will be drawn up which will improve federal government efforts in this aspect of this national education program.

APPENDIX A

FEDERAL PROJECT SUBMITTED TO THE STATE—1974-75

17-002-151-145	**Vocational Skills.**
17-003-151-525	**Family Living Education.**
17-004-151-135	**Outreach Counselor.**
17-005-151-135	**Developmental Skills.**
17-006-151-725	**Vocational Work Study.**
17-007-151-915	**Home Improvement Occupations.**
17-008-148-125	**Adult Basic Education.**
17-009-151-135	**Voc. Ed. Opportunities for the Rural Student.**
17-012-151-135	**Career Education for Native Americans.**
17-015-151-175	**Auto Mechanics Equipment.**
17-016-151-175	**Machine Tool Equipment.**
17-017-151-175	**Welding Equipment.**
17-018-151-195	**Pre-Vocational Classroom Van.**
17-019-151-195	**Barron County Project.**
17-020-151-225	**Research Multi Project.**
17-022-151-135	**Day Care Training.**
17-024-151-175	**Accounting Equipment.**
17-026-151-135	**Pottery Skills.**
17-027-151-915	**Learning Center-Ashland.**
17-029-151-915	**Inmate Training.**
17-031-151-915	**Native American Industry.**
17-035-151-175	**Stenographer Equipment.**
17-038-151-175	**Merchandising Equipment.**
17-041-151-175	**Mechanical Design Equipment.**
17-043-151-135	**Program Evaluation.**
17-044-151-315	**Campus Enrollment Predicter.**
17-045-151-185	**In-Service Trng for Para Professional.**

APPENDIX A—Continued

17-046-151-195	**Mentally Handicapped Adult Training.**
17-103-151-175	**Food Service: Baking Equipment.**
17-215-151-175	**Recreation Serviceman Equipment.**
17-216-151-175	**Production Ag Equipment.**
17-302-151-175	**Feed, Seed and Farm Supply Equipment.**
17-304-151-175	**Secretarial Science Equipment.**
17-307-151-175	**Telephone Service Equipment.**
17-310-151-175	**Wood Technics Equipment.**
17-311-151-175	**Nursing Assistant Equipment.**
17-312-151-175	**Marketing Equipment.**
17-401-151-315	**Individualized Instruction Approach to Secretarial Science.**
17-402-151-175	**Fashion Merchandising Equipment.**
17-404-151-175	**Electronic Service Equipment.**
17-405-151-175	**Facility Maintenance Equipment.**
17-406-151-175	**Industrial Electronics Equipment.**
17-407-151-175	**Practical Nursing Equipment.**
17-408-151-175	**Data Processing Equipment.**
17-409-151-175	**Mechanical Drafting Equipment.**
17-702-151-135	**Small Business Management.**
17-703-151-135	**In-Service Training for PT Teachers.**
17-704-151-135	**Big Sand Lake.**
17-047-151-915	**Chemical Dependency Paraprofessional Training for Indians.**

II. FEDERAL PROJECTS IN PROGRESS OR IN EXPLORATORY STAGES

Number	Name	Description
17-002-151-144	Vocational skills	In this project it is proposed that continued utilization of vocational education including counseling, evaluation of individual potentials training or retraining, job placement and follow-up or emotionally disturbed and/or mentally or socially retarded populations. We propose to respond to these needs by expanding project operations to the area included in the St. Croix County Hospital with continuation of efforts to serve the populations served by the Douglas County Hospital. Also, it is proposed that outreach programs be increased to cover those not hospitalized, but who experience the need for assistance.
17-003-151-524	Family living education	This project proposed to continue its present operation of teaching family members to make the most of what one is and what one has as an individual within the family unit. Objectives that appeared important in the beginning have been replaced with more significant objectives to meet the needs of the people. For example, the babysitting has evolved into an excellent day care center.
17-004-151-134	Outreach counseling and related services for the disadvantaged	The purpose of this project is to provide outreach vocational counseling and guidance aptitude and ability testing, financial aids, job information and related services to disadvantaged citizens. Aims primarily at the most depressed areas, the project is designed to help residents further their education or vocational training in order to obtain employment or advancement in their present work.
17-005-151-134	Developmental skills	This project is designed to serve the needs of the undereducated and academically disadvantaged adults. Flexibility of scheduling and small group approach will accommodate these individual needs. 2 1972 projects established study skill centers at New Richmond and Rice Lake campuses. The centers serve 125 students through instructional materials. Due to the success of these study skill centers, the district seek Federal support to establish similar study skill centers at the Superior and Ashland campuses and to continue the existing study skill centers.
17-006-151-724	Vocational work study	The purpose of this program is to assist the financially needy by offering them part time work. The money they receive helps in securing and completing their education. This enables them to become skilled and ready for the job market. Considering the merger of the 2 districts and the increase in program offerings, it is anticipated that our need will be extremely greater than fiscal 1973. Approximately 80 students are employed on vocational work study programs for the Indianhead District from September to June. Details of the work includes: general typing, duplicating, photocopying, correcting papers and general office procedures.
17-007-151-914	Home improvement occupations	In this project our intention is to train Indians throughout the district. This is a continuance of the effort which began in 1971-72 for members of the St. Croix tribe of Chippewa Indians. In the 1st year the mobile and equipment was acquired. This project will add equipment and will provide 2 25 week sections with a total of 10 Indians enrolled in each section.

II. FEDERAL PROJECTS IN PROGRESS OR IN EXPLORATORY STAGES—Continued

Number	Name	Description
17-008-148-124	Adult basic education	The ABE program of the district serves citizens who have dropped out of the traditional educational system. It is our goal to continue to reach these adults who are functioning below 8th grade level in reading and basic skills. Disadvantaged and minority groups who will make up a large proportion of these students enrolled. This group encompass American Indians, migrants, the low income group, illiterate rural citizens, veterans and any other adults lacking in basic skills.
17-009-151-134	Vocational education opportunity for rural students.	This proposal has been developed to expand to a 6 county area the vocational education opportunity for the rural student that have been possible during the past year. Our goal is to bring preparatory and continuing education programs and classes for health workers to locations accessible for residents otherwise unable to travel.
17-012-151-134	Outreach vocation and career education.	The number of poorly prepared Indians has increased to the point that we need a more meaningful approach to serve our own people. This will be achieved through the outreach vocational and career education as we attack these problems in our own communities. Councils have succeeded in bringing together youth and elders to work toward a common goal—the betterment of our Indian communities.
17-013-151-144	Craft aids for the handicapped	This project proposal involves the development of an arts and crafts services to permit the severely handicapped, the senior citizen and minority groups to gain full time employment by manufacturing saleable items. This project will be conducted in cooperation with the division of vocational rehabilitation, superior district office and Eau Claire District Office.
17-015-151-224	Automechanics equipment	This project is written to assist the Wisconsin Indianhead District in maintaining a quality of automechanics equipment appropriate with changing technologies in the automotive industry. It will further aid the district in distributing its limited revenue to more adequately meet the needs of its residents.
17-016-151-174	Machine Tool operations equipment.	This Federal project is being written to assist the district in purchasing up-to-date machine tools in keeping with the technologies of the machine trades.
17-017-151-174	Welding equipment	This project is written to assist the district in maintaining a quality of welding equipment appropriate to training personnel for local industry. The district operates welding programs at it's Ashland, New Richmond, Rice Lake and Superior Campuses.
17-018-151-174	Outreach InterCo. vehicle for disadvantaged	Outreach classes will be set up in a mobile type unit in communities that reflect a need and possess little or no facilities to conduct classes. 1 prime target area is the 3,000 Indian population.
17-019-151-134	Barron County project	The Barron County project research indicates there are many distressed families in Barron County with identifiable problem areas as health, financial, social consumer buying, family relation and child care. The overall goal of the program is to enrich the lives through educational programs and activities of these individuals.
17-020-151-224	Faculty research and multi-project.	Research needs and ideas along with curriculum development projects are being identified by faculty and staff on a continuous basis. However application for Federal funding occurs only once a year. As a result, many worthwhile projects are not able to be completed. The purpose of this request is to obtain grant money under 1 large contract which in turn can be awarded to faculty in a series of "mini-grants" thus eliminating the barrier of once a year funding applications.
17-022-151-524	Day care training for disadvantaged.	The need has been established for the training of child care providers for working mothers in the Indianhead District. This child care course will be offered for providers of in-home and/or family day care services in a regular classroom setting throughout the district whenever 10 or more providers can meet.
17-023-151-144	Learning center for disadvantaged.	It is to meet the needs of these handicapped people that this project proposes a 2-part prevocational and basic vocational training program. The 1st part provides that a learning center be identified and equipped at the new St. Croix County Hospital and supplied with requisite staff, learning equipment and materials by this project. The 2nd part calls for an on-campus program at the technical institute at New Richmond to recognize and evaluate the needs of handicapped people requesting vocational training. The project would then provide instruction using special learning equipment and materials on the campus to give the necessary prevocational and basic vocational skills to these people.
17-024-151-174	Account clerk equipment	This project was written to assist the district in maintaining a quality of account clerk equipment appropriate to training personnel for local industry.
17-025-151-314	Evaluation of OVIS	This project will aid the district in completing it's data base on the use of the OVIS survey as an indicator for occupational guidance and counseling need at the high schools in our district and as an indicator of the need for VTAE programs based on student interest. In the 2 previous fiscal years, this survey was utilized by the schools in the former district 17. Prior to that, district 17 high schools participated as pilot schools for the OVIS survey.

II. FEDERAL PROJECTS IN PROGRESS OR IN EXPLORATORY STAGES—Continued

Number	Name	Description
17-026-151-134	Pottery skill development	This project will provide instruction to the Indians of the Red Cliff and Bad River Reservation areas in pottery construction. It has been determined that the making of pottery is an authentic Indian craft of the early Indians of the Red Cliff and Bad River Reservations. This project will aid the Indians of this reservation in regaining these pottery making skills with the potential for producing salable items of pottery of an authentic Indian nature
17-027-151-144	Learning center for disadvantaged, Ashland.	It is recognized that there is a need to provide intensive career counseling for the disadvantaged potential student. Initial exposure to prevocational and basic vocational opportunities would be provided in the counseling services. Appropriate work- samples and hands-on basic vocational career evaluation by the student would be available. These innovations would occur at the parent school setting in Ashland. They would also be delivered to the Bad River and the Odanah Reservations. These satellite adult learning centers will receive their initial learning equipment
17-101-151-174	Quantity food preparation	This project was written to assist the district in equipping its quantity food preparation program with up-to-date equipment for instruction. Because the district revenue generating capa- bilities are below average, this project will aid the district in its development of this program at a more reasonable cost.
17-102-151-174	Recreation specialist equipment	This project was written to assist the district in equipping the recreation specialist program scheduled to start in September 1973. Aid obtained through this project will help the district reflect a start-up cost of the district's limited revenue generating abilities.
17-211-151-174	Medical associated equipment	This project is written to assist the district to further equip its medical assistant classroom and laboratory. This is the 3rd full time health occupations program approved for the district. It continues the Indianhead VTAE's core curriculum approach to development of health related clerical office assistant workers. The district has a below average income resource and for the project will allow continuance of a more reasonable program development cost to the district.
17-213-151-174	Stenography equipment	This project was written to assist the district, New Richmond campus to equip its stenography, approved full time program in its 1st year of operation.
17-214-151-174	Small engine and chassis repair equipment.	This project was written to assist the district in maintaining up-to-date equipment in small engine and chassis repair program at the New Richmond campus.
17-302-151-174	Feed, seed, and farm supply equipment.	The establishment of a new agri-business program requires purchasing high cost equipment to provide the student with adequate training. This project is being submitted to provide training skill to enrollees in all areas of the feed, seed, and farm supply program. The program will serve 20 students who are being trained for sales, service and mid-management positions within the agri-business industry. The facilities and equipment for this program will also serve the argiculture evening school and extension courses.
17-303-151-174	Data processing equipment	The purpose of this project is to enable the district to maintain equipment standards essential for a quality associate degree program in data processing.
17-304-151-174	Secretarial science clerk-typist equipment.	This project was written to acquire equipment for utilization in the business administration-secretarial science and the clerk-typist programs. Items of equipment being considered would include transcription equipment and equipment to be utilized in the process of individualizing instruction.
17-307-151-174	Telephone service repair equipment.	This project was written in an effort to obtain favorable consideration in the alleviation of a portion of the initial expenses to be incurred in the establishment of the telephone service repairman program. The new 1-yr program has been designed to provide students with the necessary skills required of the specialized industry.
17-401-151-134	Individual instruction systems approach to secretarial science.	The purpose of this project is to develop an individualized audio and visual instructional systems approach to secretarial science programs and to revise where necessary to the basis of this objective and materials presently being used.
17-402-151-174	Fashion merchandising equipment.	This project was written to assist the district, Superior Campus, to equip its fashion merchandising fulltime program which will be in its 1st year of operation. Because of the district's income sources are below the state average, this project will enable the district to keep its expenses in the development of this project in line with its income potential.
17-403-151-174	Mechanical design equipment	Equipment requested under this project is required to upgrade the mechanical design program at the Superior Campus. The equip- ment will be used to establish a process laboratory.
17-404-151-174	Electronic service equipment	This project was written to obtain additional equipment and replacement of obsolete equipment for the electronic servicing program at Superior.

II. FEDERAL PROJECTS IN PROGRESS OR IN EXPLORATORY STAGES—Continued

Number	Name	Description
17-405-151-174	Facility maintenence equipment	This project was written to assist the district to equip its new program, facility maintenance located at the Superior Campus. The initial cost for equipment to implement the program is high, therefore, assistance in funding the equipment would aid the district and school in its continued effort to provide vocational, technical, and adult education.
17-406-151-174	Electronic technical equipment	The equipment in this project was requested primarily for 2 objectives. The 1st and most important being the revision and updating of the program. This requires additional equipment not replacement equipment but equipment necessary to meet the instructional requirements of the revised program. The 2d objective involves the continual replacement of old equipment with the new which is continually being redesigned and improved upon. Both of these objectives must be met in order to provide the student with the necessary knowledge and skill to compete in the ever changing world of electronics.
17-701-151-134	Individual instruction for disadvantaged.	Disadvantaged people frequently lack transportation to attend outreach classes in larger towns or cities where enough students are available for traditional instruction. Individualized instruction would permit more disadvantaged persons in rural areas to obtain high school equivalency and learn employable skills.
17-702-151-134	Small business management for Indians.	An Indian has an even greater disadvantage in starting a small business than the average proprietor. He has, therefore, little chance of success unless he is given special training in record keeping credit and other aspects of good business practices. A class designed to meet the needs of Indians starting small businesses would increase their ability to become self-sufficient. WITI district operates a small business leadership program which would provide experience in establishing these classes.

ADDITIONS TO SEMI-ANNUAL RESEARCH ACTIVITY REPORT, JULY 1, 1973–DEC. 30, 1973—FEDERAL PROJECTS

17-001-151-154	Apprenticeship	This project seeks aids for apprentice related instructon being provided to apprentices in the district.
17-021-151-164	Extension	This project seeks aids for all extension classes conducted in the district.
17-030-151-914	Law enforcement specialist	This project seeks aids which will help to offset the costs incurred in hiring a law enforcement specialist.
17-028-151-134	Law enforcement for Indians	Provides funds to train Indians as tribal law enforcement officers.
17-029-151-144	Inmate prerelease vocational training.	Provides funds for operating the district's welding mobile at the Camp Gordon pre-release detention center.

DISTRICT ACTIVITIES

1. ABE Special Report—a special report being prepared to describe the characteristics of 1972–73 ABE Students.

2. MDTA Special Report—a special report being prepared to describe the various types of MDTA projects ran in 1972–73 including student characteristics.

3. Preparation for 74–75 MDTA Projects—act as coordinating agent to assemble District Administrators and CEP Agency personnel to plan for 74–75 MDTA-CEP Projects.

4. Planning for 74–75 Federal Projects—planning is now beginning for the 74–75 federal projects. This office will act as central collection, assembly and dissemination point.

5. Establishment of a Central Federal and Private Resource File—this will be a collection of application procedures for a variety of federal and private funding programs.

6. Participation in "An Adult Education Demonstration Project"—a project sponsored by the Center for Vo-Tech Studies, University of Wisconsin will incorporate a career Education segment into the ABE program.

STATEMENT OF JAMES COVEY, DIRECTOR, INDIANHEAD VTAE DISTRICT

Mr. COVEY. My name is Jim Covey. I represent the rural districts in Wisconsin. You have my report. I am not even going to refer to it. I am going to make one statement.

As a practicing vocational education administrator, sitting on the firing line 364 days a year, vocational education system serves three masters: Federal, State, and local. Each master, in my opinion, usually has a different priority.

We have to be responsive to each priority if we are to continue to grow in the areas that are Federal priorities I would submit that they are very important areas.

I wish to suggest that we have to have the continued support of Federal dollars. I strongly believe that we have to have categorical aid to serve the disadvantaged and handicapped.

I would give the greatest emphasis to you individuals to continue to support professional development for professional educators because this has done a good job to date, a tremendous job.

I would also ask you to consider more money for construction purposes. Thank you.

Mr. STEIGER. Thank you, Jim.

All of you did an excellent job. We are deeply grateful to you and your willingness to be patient and to spend the kind of time that you have to put the kind of information together that you have.

Are there any questions?

Mr. Chairman?

Chairman PERKINS. I want to compliment all of this distinguished panel. I just wish we had time to discuss the real problems with such a distinguished group. They can give us good answers.

I am delighted to be here with Congressman Steiger and the other gentlemen who accompanied me. It has been beneficial to the entire committee. We will read all the testimony. I just wish we had time to interrogate you at length.

Mr. STEIGER. Al Quie?

Mr. QUIE. I, too, echo Carl's views. I appreciate having your recommendations.

I want to ask a question. I want to turn to John Zancanaro for a question. Bob mentioned bringing CETA closer in toward vocational education.

I think one of the problems we have with this concept—I have been advocating it for a long time—is that organized labor does have a stake in the Labor Department's handling of the manpower programs.

So I wondered if you had a comment on that.

Mr. ZANCANARO. Congressman Quie, I think the relationships between the districts and the State are going to be closer allies. I don't mean to ignore the Department of Labor.

With a closer alliance I think we would have a better thing. I think if you pay more attention to the person receiving the skills because sometimes he hasn't really learned the skill. It happens in the apprenticeship, for instance, some skilled trades.

If the company has disruption or unemployment, this guy is right back where he was.

On the other hand, if there was closer and more continual training and retraining the vocational school, I think, would be better.

Mr. SORENSEN. I believe Wisconsin very often advertizes for business and industries to come to Wisconsin. We don't advertize our tax structure too much. But we offer to them a very highly skilled labor force, technically trained.

I think we can sell it even better if we are tied in with the CETA programs.

One of the manpower councils we work with just told us he lost—it went very fast this year too.

Mr. STEIGER. Mr. Sirak?

Mr. SIRAK. One comment with respect to the CETA program, we put 15 people on retraining within our institution, so they could meet the requirements for continuing employment.

But I am just wondering if this is not a substitute for another welfare program, giving them income until such time as something else comes along if we don't put in education with it so they can get to the point where they are self-sufficient and don't have to have stipends or things of this nature.

Mr. PELLEGRIN. We are primarily concerned with secondary education. The way this is administered in Wisconsin and I would assume across the country it almost excludes the participation of secondary schools.

Fortunately, Bill and Bob are both involved in our program here. But we do have a regional project that is encompassing about 24 school systems. We are trying to get seed money from CETA on this particular point. It is like pulling teeth.

Mr. COVEY. The northern part of Wisconsin is the most disadvantaged portion of the State. The way the law is written we thought we were going to get at least 90 percent of the funds that were available last year. We got 50 percent. We are getting one-third of the money we would have gotten 4 or 5 years ago. That institutional training we had then is gone with CETA and you are not going to recapture that.

Mr. RAMSEY. You have got a notice that your plane is going to take off.

One problem is we don't know what funding we are getting many times until September or October, which forces us to go ahead and fund the thing out of local funds on a continuing resolution. It leaves us up in the air a little bit.

At our skills center at the present time, we work with three different agencies—State, Milwaukee County, and some other counties we are dealing with.

Mr. STEIGER. Mr. Chairman, may I say I am very grateful that we could have this hearing today?

[Whereupon, at 4:12 p.m., the hearings adjourned, to reconvene for hearings at the Federal Building, Minneapolis, Minn., Saturday, July 13, 1974, at 9 a.m.]

[The following letter was submitted for the record.]

THE STATE SUPERINTENDENT OF PUBLIC INSTRUCTION,
Madison, Wis., August 14, 1974.

Hon. CARL D. PERKINS,
U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PERKINS: As State Superintendent of Public Instruction, I would like to express my sincere appreciation to you and the other members of the Oversight Hearing Committee which met in Wisconsin recently.

Although I was unable to attend the meeting, I have heard many fine reports of the information which was shared with the members of the visiting committee;

it was also apparent that you and the other Committee members had keen insight into the operations of vocational education programs.

We are proud of the activities being conducted here in Wisconsin under the Vocational Education Amendments of 1968; these funds are vital in supplementing the State and local funds as we expand the vocational programs in our secondary schools. Much progress has been made during the past 10 years, but there are other geographical areas in the State which will need additional help as they develop more comprehensive programs in their high schools.

As was mentioned during the hearing, the timing of the actual notification of appropriations for the coming fiscal year sometimes creates problems in planning for the best utilization of available funds. Any efforts which can be made to insure earlier decision-making and notification to the States would be appreciated.

Thank you again for making the visit to Wisconsin. If, after completing the oversight hearings in the other States you can give us any information or advice which you feel would improve our operations, we would appreciate your sharing this information with us.

Sincerely,

BARBARA THOMPSON,
State Superintendent.

VOCATIONAL EDUCATION AMENDMENTS OF 1974

SATURDAY, JULY 13, 1974

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Minneapolis, Minn.

The subcommittee met at 9 a.m., pursuant to recess, at Fort Snelling Federal Building, Minneapolis, Minn., Hon. Carl Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Meeds, Quie, and Steiger.

Staff members present: John Jennings, subcommittee counsel; Charles Radcliffe, minority counsel.

Chairman **Perkins**. As chairman of the House Committee on Education and Labor, I am delighted to have the opportunity to come to the Twin City area to look at your excellent vocational education program and to receive suggestions as to how the programs may be improved in the future and to let you people that have the experience and training in the field give us your views on the shortcomings.

I couldn't keep from reminiscing a little while this morning, since I have come close to the area represented by Al Quie.

When I went to Congress we perhaps had the highest unemployment rate in eastern Kentucky of any section of the United States of America. The unemployment rate was in excess of 25 percent in all the coal-producing counties.

We thought about training programs and worked on training programs. We worked on the old Area Redevelopment Administration, which provided some training. But there you never got anybody placed. You had to have a job inside before they would even send you up for training.

Then we tried the MVTA, 1961. They held a conference, the last conference that Sam Rayburn, the Speaker of the House, ever attended in Washington with the leadership. I was present and Secretary of Labor Goldberg was present, and later on the Supreme Court.

Sam Rayburn said, "You have got two bills here, the MVTA bill and you have got a Job Corps bill. You can't have both of them. But you can have one."

He turned to me and said, "Which do you think is the most important?"

I said, "Naturally, I am going to agree with Secretary Goldberg and MVTA."

So it was enacted in 1961. Sam went home the next week and died soon thereafter. But it was enacted in 1961. It did, to my way of thinking, a job that needed to be done at the time. But it was lacking as educational development was concerned, to give permanency to the individual that needed training in order to keep that individual on the job in the future.

We keep trying to improve. The President of the United States came forth with an accelerated public works program in 1962 since he was very much dissatisfied with the old ARA program, Area Redevelopment Administration. But he was satisfied with the accelerated public works program.

But a lot of public facilities in the distressed areas throughout America needed vocational educational training. At that time it was not doing the job. Homemaking and vocational agriculture was just about the extent of it.

So we had to do something about training these people for trades, crafts, business, education, not forgetting about agriculture, but getting the unemployed of the country, bringing those programs to the unemployed where jobs could be available. That was the big job in 1963, to get the program started in that direction.

I am delighted to state that at that time there arrived on the scene Congressman Al Quie with a farming background. He had experiences in training in this area and knew something about the excellent programs that these great cities possessed here in Minneapolis and St. Paul.

His contribution was tremendous. He contributed the basic input to getting the elements in the Act of 1963 so people would actually have jobs after they were trained. That is the contribution that Al Quie made back in 1963.

He came to Congress at an opportune time. When we were writing the National Education Act in 1958 he came in a special election. Before we got through he was able to make his contribution. That was after Sputnik went up. We broadened that act to make available the student assistance programs, not as broad as they are today, and construction facilities in higher education. That has benefited millions and millions of youngsters throughout this country and enabled several million college girls and boys to receive college degrees and postcollege degrees that otherwise they would not have received.

Then again in 1968 we had with us such outstanding gentlemen as Congressman Lloyd Meeds on my left, Congressman Steiger on my right. No one made a greater contribution than they did in the amendments of 1968.

So for all intents and purposes they are the individuals that have contributed the most. But insofar as your State happens to be concerned, it was more or less seed money to get construction started throughout this State and throughout the Nation in vocational education areas, exemplary programs, and get away from vocational agriculture. We didn't desert vocational agriculture. I am a farmer myself.

But I watched those youngsters in the counties that I had in my district. I represented mostly mining counties. When I watched those youngsters leave the farm I knew we had to do something in the area of carpentry, masonry, processing data, all the areas of business education professions, where there is demand for jobs.

These members of this committee worked with us to make the contributions that were necessary in the elementary and secondary level and not only in higher education.

Let me say to this great audience this morning that you are most fortunate in having an individual with the tremendous capacity and with the tremendous ability of Al Quie in the Congress of the United States. He has been there on every occasion when the welfare of the colleges was at stake, when the welfare of vocational education was at stake, the welfare of the manpower programs was at stake, and the welfare of elementary-secondary education.

Above all he attends to his duties when he is there. He knows what is written into law. He makes his contributions for the benefit of the people.

So I could not refrain from reminiscing to some degree about the support over a period of years and the pleasure of working with Al Quie. He is the ranking minority member on the Committee on Education and Labor. We are in charge of the expenditure of a whole lot of money to operate these committees to oversee the spending.

But you know with a gentleman like Al Quie we never have any problems and we never have any worries about any fraud or anybody trying to swindle the Government out of any money anywhere along the line.

I think integrity in government in this day and age is something to be proud of whether you are a Democrat or a Republican. The people want to see their representatives have integrity and that they will protect the rights not only of the government but of all the people in the United States.

I want to listen to the witnesses this morning. My problems in east Kentucky are so far different from the problems in this great area. In the first place we don't have the basic education in eastern Kentucky. To be quite frank, and very much to my regret, we do not possess the high quality of schools at the secondary, elementary and higher education level, that this great State possesses.

Today we have youngsters who drop out of high school. When they get through high school they are not going on to college. I have a boy, Tommy Conley, working on my farm this summer. He graduated from high school. He is working at $2 an hour. He doesn't know whether he is going to get into the vocational school in Ashland, Ky. They have a waiting list of 1,500 people.

He wants to study mechanics. But he is not going to college. I have him operating a tractor, cutting hay. He is doing a good job.

I find there are just thousands of these youngsters in the same position in my area trying to get the training.

But we have some that have dropped out of high school 6 and 8 years ago. They are in their mid-19–20's. They want to get into vocational education and perhaps have not had more than an 8th grade education.

Somehow we have got to come up with better answers.

It is great to be here to tell you what a great Congressman you have in Al Quie and to take back to Washington some of the constructive elements that you have in your great programs here in Minnesota to help improve the Vocational Act of 1974 or 1975 when we will have another act.

Mr. Quie, did you have anything to say?

Mr. QUIE. Thank you, Mr. Chairman. Thank you for the kind words. I would say that at this table here Chairman Perkins and Congressman Lloyd Meeds and Congressman Bill Steiger of Wisconsin and myself, that the four of us probably have a major voice in what is going to go into the vocational legislation next year. We are now holding hearings.

But we are getting this ready for next year, if the voters like all four of us enough to send us back again, God willing and the voters willing, the four of us probably will have more to do with writing the legislation.

So you will have a chance, those of you who will be testifying today, to talk to the individuals who are really the leaders in the field of Federal vocational education legislation.

You will be able to determine as the hearings go on the kind of depth and knowledge these people have. I am pleased that you are going to have a chance to talk about vocational education in Minnesota.

We were in Wisconsin yesterday in Fond du Lac. We are really proud of our education in Minnesota. There is a strong demand among people in Minnesota for good education. We have the highest percentage of students who finish high school of any State in the Union.

Vocational education in the State is important. You will hear that from the educators and administrators and students.

Chairman PERKINS. Mr. Meeds?

Mr. MEEDS. Thank you, Mr. Chairman.

It is a pleasure to be here in Minnesota with Al Quie, Bill Steiger, and Chairman Perkins.

I have some affinity to this area. I have an aunt in St. Paul.

I am impressed by the grade level achievement in Minnesota, too. We are often vying, my State of Washington with Minnesota, in grade level achievement, in the lower number of rejections for mental disabilities, for mental preparedness from the draft and other educational gains.

So it is a delight to be in a State which obviously is progressive and capable in the field of education,

It is also nice to be here with Al Quie. I told him before I came over here that I would say good things or bad things about him, whichever would help most. Since he didn't respond I will do a little of both.

First, I have to reiterate everything Carl Perkins says about Al Quie's knowledge and not only in the field of education. I have worked with him on other problems. He is one of the most distinguished Members of the U.S. Congress.

While he is a tough partisan he is the kind of person with whom you can sit down and work for the good of the country. As a matter of fact Al Quie and Bill Steiger, I think, represent and epitomize the best of the political system in this country.

I am a tough partisan Democrat. They are tough partisan Republicans. Sometimes we even get a little mad at each other. But everyone of us knows, including Chairman Perkins, that Al Quie and Bill, Steiger, when they say they will do something that they will do it. I think they feel the same way about us.

So while we come from opposite sides of the political fence I have nothing but admiration and respect for both of the gentlemen on the other side of the table and the other side of the political fence.

Thank you very much, Mr. Chairman.

Chairman **Perkins**. Mr. Steiger?

Mr. **Steiger**. Thank you, Mr. Chairman. There is a little more that one might add without embarrassing Al Quie. He easily gets red in the face.

We had an excellent hearing yesterday in Wisconsin. I look forward to this weekend because it put us in both Minnesota and Wisconsin, Carl Perkins and Lloyd Meeds and Al Quie and myself. We thus have a chance to listen to and learn from more people in the field who would not otherwise have an opportunity to testify. I think that is an extraordinarily good idea.

I might say that Lloyd Meeds made it appear as if Washington ranked high in some aspects of educational achievement. Yes, that is true. In some ways they do. But it is pretty clear, I think, that between Minnesota and Wisconsin, Wisconsin clearly hangs higher than Washington, not necessarily higher than Minnesota. Yesterday it did. Not today.

I want to join my colleagues in saying not only how deeply grateful we are to you for what you do in supplying us with one of the finest men in the Congress of the United States in Al Quie, but also for giving us a chance to come out here to have a chance to learn more about the programs that go on in Minnesota.

Thank you, Mr. Chairman.

Chairman **Perkins**. I am going to call on Congressman Quie. He knows all the witnesses and knows how to arrange the testimony here today for the good of all concerned to obtain the best results, much better than Carl Perkins.

Go ahead, Al.

Mr. **Quie**. Thanks, Carl. We are going to start with Bob Van Tries, who is the assistant commissioner of vocational-technical education in the Minnesota Department of Education.

I might say we are going to have some witnesses from Michigan too. So all of this bragging about Minnesota is not going to make you feel bad, those of you from Michigan that are down here to testify.

Bob, we look forward to hearing from you today. We have been in close touch for many years on vocational education.

[Prepared statement of Mr. Van Tries follows:]

Prepared Statement of Robert P. Van Tries, Assistant Commissioner of Vocational-Technical Education in Minnesota

INTRODUCTION

I am Robert P. Van Tries, the Director of Vocational-Technical Education in Minnesota, and have responsibility for the administration of vocational education in the state. On behalf of the citizens of Minnesota, and particularly the educational community, I would like to welcome this committee to Minnesota. We very much appreciate the opportunity to testify before this committee and extend our commendations to the committee for its concern with citizen involvement. This committee has an excellent reputation for involving individuals from all levels as it pursues legislation in vocational education. It also has been very supportive of vocational education, and we certainly appreciate this.

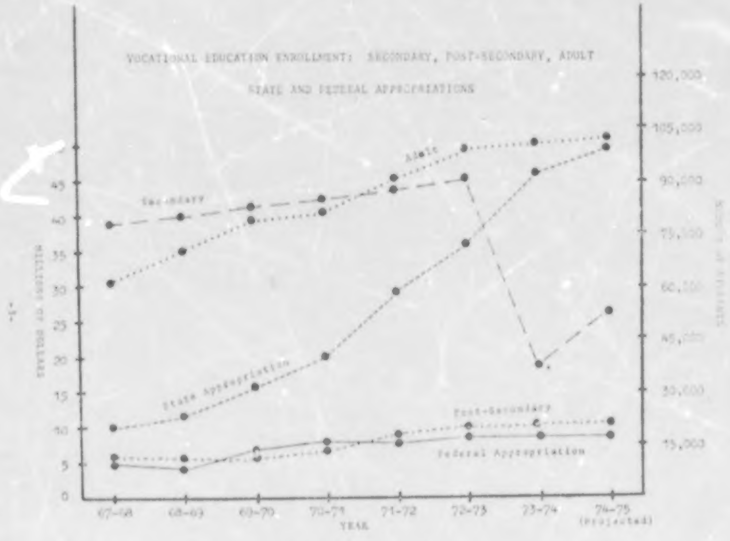
I. The impact of the vocational amendments of 1968

Since the beginning of federal legislation for vocational education in 1917, dramatic changes have taken place. Undoubtedly the greatest changes have occurred in the last five years, since the implementation of the Vocational Amendments of 1968. Minnesota exemplifies this tremendous change through program expansion with a change in emphasis from disciplines to categories of people and services to individuals.

I would like to direct this section of my testimony to the levels identified in the Amendments and the changes that have taken place as a result of the 1968 Amendments. I will also describe the initiation of career education activity as an indirect result of the Amendments. The chart on page 3 indicates secondary, post-secondary, and adult enrollments in comparison with state and federal appropriations for the years 1968–1975.

A. Secondary

Our service to secondary students in Minnesota has expanded in choices available to students rather than in numbers of students being served. As a result of the 1968 Amendments providing program innovation money, two secondary cooperative centers were funded on a pilot basis. The cooperative center concept, when piloted, proved to be highly successful. Minnesota, having diverse geography with many small school districts, found it economically feasible to offer a variety of options in secondary vocational education by sharing resources and students among districts. Since the two pilot centers were created in 1969, 52 additional centers have been created, with 250 of our 436 districts cooperating.



*Ninth grade not included in secondary enrollment.

The State Board has initiated a plan to provide every student who desires the opportunity with at least 5 vocational options by 1977–78, 10 by 1978–79, and 15 by 1979–80. The most significant aspect of this expansion into a wide variety of course offerings is that the opportunities for the students will then approach that of the labor market. Historically we have had many students involved in vocational education with a major concentration in home economics and agriculture. Now, in addition to these, students have the opportunity to pursue occupations in areas such as health, construction, distribution, and business. At a time when there is a surplus of teachers in the academic fields and a shortage of vocational teachers, this increase of vocational options on the part of the students aggravates the problem of teacher availability. The following are a few examples of secondary accomplishments.

1. Teacher Redirection.—The Minneapolis Public School System has been involved in a project funded by Part B and Part D which will redirect current vocational staff members to teach components of vocational programs appropriate for their capabilities. By offering a variety of short courses in each of the 15 career clusters, students are able to select courses that lead to employability in their individual career goals. Teachers are being redirected to meet the changing occupational education needs. This is one of the two similar programs (one in the city and one in the rural vocational center) which is believed to be a trend on maximum utilization of staff and equipment. Students or staff are transported to provide optional class size in vocational programs. More opportunities are then available to students without increasing staff.

2. *Wright Vocational Center.*—Wright Vocational Center is an example of a group of districts cooperatively providing secondary vocational education by sharing students and dollars. Programs offered include child care development, health occupations, graphic communications, agriculture business, model office, model store, business and office, welding, construction, distributive education, and transportation occupations. This State Board approved vocational center has completed two years of service to students. The vocational cooperative programs offered in this center have been partially supported by Part G (cooperative education) funds. Wright Vocational Center is one of 54 vocational centers that is providing a greater variety of vocational programs to students than could be provided by each district separately.

3. *Exploring Childhood Program.*—The Exploring Childhood program is being offered in 35 locations in Minnesota. This is a program for junior and senior high school students which combines the study of child development and regularly scheduled work with young children. It offers students opportunities to develop competence in working with children as well as a framework for understanding the forces that shape human development. Part F funds from the Vocational Act have assisted in supporting these programs. Cooperation among Minnesota State staff, local administrators and teachers, the National Office of Child Development, and the U.S. Office of Education has made this parent education project possible.

B. Post-Secondary

The expansion in post-secondary vocational education in Minnesota began prior to the 1968 Amendments through state efforts as early as 1945, but was predominately spurred by the Vocational Act of 1963. The utilization of federal funds for the construction of post-secondary facilities has enabled Minnesota to build what we believe is the finest system of area vocational-technical institutes in the nation. Since the Amendments of 1968 we have maximized utilization of the eligible portions of Part B under the Act to provide new facilities at area vocational-technical institutes. At the present time the system has 33 area vocational-technical institutes with a capacity in excess of 22,000 full-time students; buildings are still being erected. The federal dollars expended for construction have not been a part of the set-asides for handicapped, disadvantaged, and post-secondary; construction expenditures are not even allowed within the post-secondary set-aside. With the exception of some portions of the disadvantaged and handicapped, *nearly all of the Part B funding* has been spent in post-secondary.

During the past year 14,410 students completed programs in the area vocational-technical institutes. Each of these completed a program leading to employment. This number of completions is extremely impressive when it is compared to the fact that the Minnesota labor market expansion and replacement is approximately 65,000 per year. Better than one person in five entering the labor market in Minnesota will have completed training in an area vocational-technical institute. Follow-up of the graduates over the past several years has consistently indicated employment in excess of 92 percent.

During the past five years 300 new programs have been added to the offerings at the area vocational-technical institutes. These programs have all been developed with the assistance of an advisory committee from business and industry. Nearly one-half of these programs have been developed in rural Minnesota, helping maintain the economy of the small communities. An indication of vocational program impact on the economy is that new businesses and industries have moved to rural areas because of trained manpower availability. The metropolitan area has also experienced considerable change over the past several years with similar influence on economic development. Some examples follow.

1. *Water and Waste Treatment.*—The water and waste treatment program is offered at the St. Cloud Area Vocational-Technical Institute. The average starting salary has been $700 to $800 per month, which compares well with

college graduate entry-level jobs. With ongoing concerns of water-waste control, this program has become invaluable and provides needed service to Minnesota. A water-waste graduate was the first vocational institute graduate to work, directly upon graduation, as a field instructor with the State Vocational-Technical Division.

2. Foreign Study.—Foreign study has become a part of the vocational curriculum; and to date, two different programs have offered students the opportunity to study and work abroad. Cosmetology and chef students have already had educational opportunities for study overseas; during the coming year we hope to include fashion merchandising design and foreign car repair.

3. Farrier and Truck Driving Programs.—By far the two most publicized (through newspaper and electronic media coverage) have been the Farrier course at Anoka Area Vocational-Technical Institute and the truck driving programs at 916 and Dakota County Area Vocational-Technical Institutes. Both of these programs have gained recognition because women have been enrolling in traditionally male-oriented programs.

C. Adult

Since the 1968 Amendments the adult program in Minnesota has grown by approximately 60 percent, providing a wider variety of part-time updating, upgrading, and retraining programs to employed, underemployed, and unemployed persons. Over 116,000 persons participated in part-time classes last year. Programs are provided through the local school districts, the 33 area vocational-technical institutes, and the 54 vocational centers. In addition to classes held in local communities, public service employees in areas such as firemanship, municipal utilities, power lineman, safety, rescue squad, sanitary engineers, and waste water treatment receive training directly from the State Department of Education, Vocational-Technical Division. Over 30,000 individuals were provided services through this program last year.

The adult program has been considerably expanded in areas of distribution, business and office, trade and industrial, vocational homemaking, and health. Minnesota has long had a large adult agriculture program, which has been exemplary in the nation. The support of this program is nearly 12 times that of the other offerings, and federal financing has been a significant factor in the maintenance of it.

We are currently providing adult vocational services to about 10 percent of Minnesota's labor force each year. Federal support is necessary for the continuation and expansion of these programs, particularly to individuals in the public service areas and to the disadvantaged. The following are some examples of adult offerings.

1. Farm Management.—There are 105 farm management programs offered by the area vocational-technical institutes, providing the 12,103 farmers enrolled in these programs with the vital techniques of good business management. Two thousand four hundred thirty-six (2,436) veterans are taking advantage of the 77 veterans farm management programs. The Minnesota farm management programs have become nationally renowned, and adult staff members are making presentations on the programs monthly. The next presentation will be made in Kansas on August 14.

2. Basic Living Classes for Mentally Retarded Adults.—The purpose of this unique program for mentally retarded adults is to prepare them for individual and small group living. Individuals who are leaving institutions to prepare for employment and self support are involved in basic living skills courses including grooming, simple food preparation, money management shopping skills, and use of community resources. These programs serve about 600 men and women in five communities and are supported at the rate of 90 percent from federal Part F set-asides for the economically depressed.

3. Migrant Workers.—Consumer homemaking information has been provided to migrant workers during the last five summers as part of a project funded with Part F set-asides for the economically depressed. The consumers have received services through radio programs, posters, home visits, and classes. In order to make the group classes accessible to the migrants, they have been brought to the people. For example, classes have been held after church, at the laundromat, and at the health center.

D. Disadvantaged and Handicapped

Disadvantaged and handicapped persons were served by vocational education in Minnesota prior to 1968. However, prior to the set-aside funding no reporting system was established to account for their existence.

In 1968 only 2,800 handicapped students were being served in vocational programs throughout Minnesota. By 1972 this had expanded to 5,270 who were in special classes established for the handicapped. At present we have 20 such programs. In addition to these, we have attempted to design all facilities to allow participation of the handicapped in regular programs. We have also provided numerous support services—academic, psychological, and social—that would insure their success within the mainstream of the vocational programs. The reporting structure that exists within the legislative mandate for set-aside funding still does not take into account the fact that handicapped persons are served in regular programs. Within the area vocational-technical institutes our programs appear to be serving a relatively small percentage (less than 4 percent) of persons who are handicapped; yet the biographical information gathered on the students shows that nearly 10 percent have physical handicaps that would qualify them for services *if needed* under federal legislation.

Perhaps one of the most productive aspects of the set-aside funding for the handicapped has been the evolution of joint programs with Special Education and the Vocational Rehabilitation Division, where joint funding has allowed for a better utilization of appropriations. The set-asides have insured cooperation between the agencies and prevented duplication of effort.

Similarly, prior to 1968 little accountability existed in serving the disadvantaged. Specifically, 5,200 disadvantaged persons were served in 1968. Since that time the program has expanded to where it annually serves in excess of 10,000 persons. These persons are served in over 60 programs across the state.

In both the areas of disadvantaged and handicapped the set-aside money from the 1968 Amendments has been extremely beneficial. Not only has it provided for the direct funding of programs but it has, at least in Minnesota, been utilized to initiate new programs for the disadvantaged and handicapped. As seed money it has begun programs that eventually have been supported through other federal, state, and local resources. The following are some examples of our most significant programs for the disadvantaged and handicapped.

1. Work Experience for the Handicapped.—Handicapped students who can profit by outside work are scheduled into regular classes, whether it be closed classroom or integrated, for a portion of the day. The teacher-coordinator then holds a one-hour per day seminar for employability skills after which the student goes into the outside world to work from one to three hours per day. The underlying philosophy of this type of experience is that the student should learn the basic skills of obtaining and retaining a job, not necessarily the skill of doing the job. The students' experiences are brought back to the classroom seminar where they are shared with other students. Even being fired from a job can be made into a learning experience for the student and others.

Attitude, habits, money management, unions, income tax, and many other concepts are being taught during the seminar activities. Also, the teacher-coordinator can coordinate the students' activities during the portion of the day spent on other subjects so that it is more meaningful to the work they are doing on the job. We feel that the program has been highly successful from the standpoint of both the student exploring various careers and finding employment commensurate with his/her aptitudes and interests.

At present Minnesota has 33 programs costing a total of $531,605. Because of our cooperative funding, the vocational portion is only $53,000. Over 470 handicapped students are being served through this program at a cost to vocational education of less than $115 per student. Special Education and the local school district bear the majority of the cost.

2. Occupational Training Center.—The Occupational Training Center is another means to serve the handicapped. This is a private nonprofit organization in St. Paul which was recently written up in *Reader's Digest*. Our involvement in this organization is that of purchasing training equipment and providing tuition for handicapped students.

3. SERVE Center.—A project that has also received national recognition is the SERVE Center located in one of our area vocational-technical institutes. SERVE is an acronym for *S*pecial *E*ducation, *R*ehabilitation, and *V*ocational *E*ducation. As you can see, it is a joint venture by these state agencies to serve the handicapped. Located within the building is an evaluation center in which students can be evaluated for aptitude and interests. From there the student goes to the over 30 training stations for a trial period. Each cluster has an individual trained in working with the handicapped as well as evaluation. After several trial periods the individual is staffed and placed into the most appropriate training program or directly to a job training station. While in the training program the student is given support service so as to be able to reach his/her maximum potential. Placement and follow-up is also an integral part of this program. As in other cases, the cost of this program is shared with others, making the cost per student to vocational education very minimal.

4. St. Paul Deaf Program.—The St. Paul deaf program was a U.S. Office of Education funded program in which the deaf are truly integrated into regular vocational programs. Deaf students from all over the nation enroll at St. Paul Technical Vocational Institute, a post-secondary area vocational-technical institute. They first enroll in a career education program in which they are given the opportunity to explore the various training programs offered at the school. From there they are integrated into a program of their choice and provided with a signer. The program is in its fifth year, and successful placement has been well over 90 percent. The cost to vocational education has been nominal since this program has been funded directly from the federal government.

5. Vocational Development Center.—A very unique individual by the name of Martin Nier, a special education teacher dissatisfied with the vocational training opportunities his students were having in his local Little Falls High School, developed a program called the Vocational Development Center. He, with the help of vocational handicapped monies, developed small trial vocational training stations with which the students could involve themselves. As a result of his proving their potential, students were allowed into regular programs with support help provided. He then worked at the junior high school level and developed 25 competencies for each grade level that would prepare students to move into the Development Center. Some may disagree with his methods and approach, but it works. His successful placement record is almost unbelievable.

6. Career Education Center—The Career Education Center at Audubon, Minnesota, involving a vocational center and two special education districts has proven to be successful. Over 30 handicapped students are enrolled in 13 different training programs in separate facilities. Students are bussed in from 16 different communities and are given independent living skills and vocational academic skills, as well as vocational skills. Some students enter the labor market and others are enrolled in advanced regular vocational programs with supportive help. Although only one class has graduated, all indications point to highly successful placement.

E. Career Education

The major effort to date at implementing career education in Minnesota was funded by Part C research monies. Using these funds, career education programs were developed and implemented at eight sites in Minnesota. Orientation and in-service training of teachers, curriculum/instructional materials development, dissemination, and community involvement are examples of aspects of the career education concept which were addressed. A functional process and product evaluation system was developed and implemented. Approximately 675 teachers and 21,000 students were involved in the project during the funding period.

No tried and proven models of career education were in existence at the onset of this project. While numerous activities and projects were underway across the nation, very little information existed which had been substantiated by experience, replication, and evaluation. Little basis existed for selecting a particular model which could be presented as Minnesota's project in career education.

The project involved eight school systems which were given the responsibility of developing and operating career education programs designed to meet the specific needs of their students. While their programs differed with respect to operation and type of career education model represented, each was working toward a common set of goals and objectives. Because the students at each of the sites were quite different with respect to available occupational models and ethnic and socio-economic backgrounds, alternative models and methods of providing career education were used.

Each of the schools involved in the project was selected because (1) each represented a unique opportunity to develop and test the effectiveness of alternative career education models; (2) each had made a commitment to develop a comprehensive career education program; and (3) each was geographically located to serve as a demonstration project which other school systems in the area could utilize in planning, developing, and implementing programs of their own.

As indicated previously, about 675 teachers participated in the project with approximately 21,000 students exposed to career education activities. The greatest amount of activity occurred at the elementary level with significantly decreasing amounts at the junior and senior high school levels. Extensive in-service training was conducted at the various sites throughout the duration of the project. Likewise, a significant amount of curriculum development activities was undertaken by the personnel involved. These two activities (in-service training for local educational agency staff and curriculum/instructional materials development) represent two areas in which there is a critical demand for services. Project personnel have served as resource persons and conducted workshops for other school districts wanting in-service training in career education concepts. This has proven to be an effective means for conducting in-service training; however, demand for this far exceeds the personnel available to do it, and the end of funding with the conclusion of the project compounds the problem.

The most pressing needs which exist at this time are the in-service training of teachers, the development of curriculum/instructional materials appropriate for the environment of the local educational agency, and the inclusion/implementation of career education concepts into the mainstream curriculum of the secondary school. The development of an effective program of career education on a state-wide basis must consider these problems.

II. Continuation and Expansion of Federal Support To Vocational Education

While the Vocational Act of 1963 and the Amendments of 1968 constituted landmark legislative action on the part of Congress and began implementation of vocational education for all persons, there is no question that the Act's administrative processes have not lacked problems. The following are areas in which we believe the legislation could be improved, providing more expedient delivery of vocational services to the citizens of the United States.

A. Provision of Planning Funds

The 1968 Amendments provided for the necessity of greater effort in short and long range planning. There was no question regarding the necessity for greater justification in the requests for vocational education funds. However, the legislation contains directives whereby planning should be done at a level to include an analysis of programs for *all* individuals. Yet the appropriations by Congress have not nearly approached the authorizations, leaving the states in a quandary as to whether or not they should utilize much needed program money for greater planning purposes. Planning activities that obviously cannot be accomplished only reduces the resources available for deliverable services.

It has been our intent to plan slightly beyond available funds with the full knowledge that our plans did not constitute all of the services that *could* be delivered were funding unlimited. The legislative planning directives should reflect the level of available funds. Therefore, we make the following recommendation:

Recommendation.—That the federal legislation more definitively describe the level of both short and long range planning to be included in the State Plan and that the appropriations include a specified amount for planning sufficient for the states to deliver the necessary prescriptions in the planning process.

B. Provision of Advance Funding

The demands for greater planning have resulted in more efficient use of available funds and have increased the need for additional funds. Better planning has precipitated a change in funding whereby the predominant share of vocational expenditures is now from state and local sources. However, when one considers that the expenditure of the federally administered portion of the budget is the one demanding the planning procedure, the system is much less efficient. Only once since the 1968 Amendments became functional have we known before the beginning of the fiscal year the level of the federal funding. In some years the final figure has not been determined until nearly the end of the fiscal year. Because of the late Congressional decisions, no amount of planning can be done by the states whereby the appropriations can be fully and economically utilized. It has been indeed fortunate that the Tydings Amendment has allowed the states to carry over funds such that the long range planning process has enabled the states to make appropriate use of all federal dollars. We realize that Congress and the administration have not deliberately delayed the appropriations, but because of pressures it nevertheless has been the end result. Therefore, we make the following recommendation:

Recommendation.—That vocational education funding be on an advance basis so that the planning process may be more fully utilized and the funds more economically expended.

C. Recognition and Support of Youth Organizations

Youth organizations have become a necessary, integral part of providing sound vocational education programs. Vocational education is no longer concerned with just skill development; it is equally concerned with the development of leadership in its students. The availability of youth organizations to *all* students should be insured. The provision of leadership activities and competitive achievement is necessary in the future of our country to provide excellence in all areas of business and industry. While recognizing the worth and necessity of youth organizations, legislation should also specifically provide funding to insure that no students, particularly the disadvantaged and poor, are excluded from participation. Therefore, we make the following recommendation:

Recommendation.—That federal legislation be passed recognizing and funding youth organizations as an integral part of vocational programs.

D. Expansion of the Commitment to Teacher Education

Not since the original Vocational Act in 1917 has a definite commitment been made to vocational teacher education. As vocational education is expanded, the necessity for expansion of vocational teacher education, particularly in-service education, has been recognized but only minimally funded through EPDA monies. With the present concern for the over-production of teachers, vocational education needs to be uniquely examined in light of the fact that there still remain many vocational areas in which teachers are in very short supply. For example, currently in Minnesota we are totally unable to obtain an adequate number of teachers for agricultural subjects. Perhaps more important is the necessity for vocational education teachers to remain updated in the business or industry with which they are associated. Thus, in-service education for vocational teachers becomes an absolute necessity. Therefore, we make the following recommendation:

Recommendation.—That the vocational legislation specifically fund vocational teacher education at a level whereby vocational teachers are insured an ongoing in-service program and the colleges and universities are enabled to produce sufficient teachers in the vocational areas.

E. Expansion of Ancillary Services, Particularly Placement and Follow-Up

The provision of placement and follow-up services has been peripheral in the developmental phase of vocational education. The necessity to expand programs and provide direct instruction related or skill development services has taken priority over the responsibility to the student after leaving a program. Vocational education in Minnesota has matured, and we have developed a follow-up system that has been recognized repeatedly at the national level as being the most excellent in existence. All of our post-secondary students are followed up after one year. Our response rate has continually been over 80 percent. We also follow-up the graduates' employers, so that we receive feedback on the quality of the vocational graduates. The response from the employers has exceeded 90 percent each year. We are now expanding the program at the secondary level.

Activities such as follow-up and placement services have been initiated through the existence of research and exemplary funding. We have recently received a research grant to explore the effectiveness of placement services in the secondary schools. We have been fortunate that the 1968 Congress set aside funds to assist the states in conducting such developmental activities. While in many instances the desire to conduct such activity existed, state and/or local finances did not. The Federal legislation insured the discovery of new techniques and methodologies. As vocational programs become more stable and less expansionary, services such as placement and follow-up must be insured continuation. Therefore, we make the following recommendation:

Recommendation.—That Federal legislation provide specific commitment and support to student placement and follow-up services.

F. Expansion of Student Support Services

As indicated above, vocational education has been considered a process involved in the delivery of educational services. As the programs have expanded, a more diverse population has been served. This diversity has been particularly expanded by the specific commitment to the disadvantaged and handicapped. To ignore the financial, social, and psychological needs necessary for the success of the individuals is totally impossible. Students cannot learn efficiently or effectively and become profitable citizens unless their total needs are met both in and out of the educational setting. The set-aside funding has been somewhat helpful in providing the social, psychological, and counseling services to the disadvantaged and handicapped. However, there is no question that these and other services currently need expansion, even to the point of providing medical assistance. The diversity of students will continue to increase with the growth of vocational education, and the services must also become more diverse to meet the individuals' needs.

Of particular concern is the fact that the vocational education student, who is not in an academically organized institution, has been traditionally forgotten in terms of the student finance programs. The lack of credit granting by the area vocational-technical institutes has disqualified thousands in the State of Minnesota who need access to grants and scholarships. While there is a tremendous amount of financing being made available to university and college students, it remains difficult to provide adequate financial assistance to the students in the area vocational-technical institutes. Our greatest cause of student termination continues to be the inability of students to finance their education. Programs such as work study have assisted hundreds of students, but many more students have been forced to drop out of school because no assistance was available. The present annual limitation of $350 on work study funds per recipient is little incentive in obtaining an education considering the present cost of living. Therefore, we make the following recommendation:

Recommendation.—That legislation be provided to expand and finance student support services—social, psychological, medical, and particularly financial.

G. Insurance of Strong Administrative Leadership

The guidelines for accepting Federal funds have mandated the necessity for a director of vocational education and a sole agency for its administration through the State Plan. This has been extremely helpful in ensuring the quality of programs and an equitable distribution of Federal funds. With the percentage of Federal funds decreasing in comparison to the State and local share, there appears to be a tendency by some States to decrease commitment to the State level administration. Many other educational programs generated at the Federal level have required specific insurance of strong leadership at the State level.

Funding from sources such as ESEA has assisted in providing State leadership. However, few (if any) other Federal resources find their way into State level administration of vocational education; in this respect the categorical funding of vocational education has been a disadvantage. In Minnesota we have been extremely fortunate in that the Legislature, the Governor, and the current as well as former commissioners of education have recognized and supported the necessity for strong leadership at the State level. The competition for the tax dollar has not made this a reality in all states, and we desire a continuation in Minnesota. Therefore, we make the following recommendation:

Recommendation.—That the role of the State agency be better defined and specific level of support be provided in the legislation.

III. Increase in Flexibility for Administering Federal Support

A. Provision of Overall Matching of Federal Funds

The present Act requires a wide variety of matching from 0 to 50 percent, dependent on the part of the Act. Within each part, records must be maintained to insure that the matching requirements are met. In Minnesota, merely counting our State categorical aid dollars (which is all that is reported to the U.S. Office of Education), we are matching in excess of 5 to 1. When the State foundation aid and the local resources are added to this, the match approaches 10 to 1. This ratio is not unusual; there is a constant pattern of tremendous vocational education over match by the States.

Having a variety of matching formulas to be validated and audited becomes in fact an unnecessary bookkeeping chore and occasionally prevents a state from expending its resources in line with its priorities in order to meet a specific matching requirement. Therefore, we make the following recommendation:

Recommendation.—That the legislation require an overall match for all funds in all parts, allowing the state to set priorities determining the ratios within the parts.

B. Expansion of the Use of Set-Aside Money

As indicated earlier, the set-aside money, particularly for the disadvantaged and handicapped, has provided incentive to expand programs throughout the vocational education system. This expansion has been far too programmatic. The commitment to the disadvantaged and handicapped should be tied to the previous recommendations whereby the commitment is directed toward student support and ancillary services. Grants, stipends, and work study should all be included in the calculation of a set-aside.

The receipt of funds in cooperative education has enabled Minnesota to expand many of its out-of-school programs, particularly for the disadvantaged. In total the state had over 18,000 students in off-site programs last year. Although those specifically established with federal monies from Part G were for disadvantaged youth, they do not appear in the federal reports as a service to disadvantaged persons; yet it has been a high priority within the state. Therefore, we make the following recommendation:

Recommendation.—That set-asides for particular populations such as disadvantaged and handicapped not be applicable to just Part B funds but a ratio established across all parts of the Act.

C. Reclassification of Consumer Homemaking

The inclusion of consumer homemaking as an occupational area and responsibility of vocational education cannot be questioned. However, the technology and the separate categorization continues to cause confusion in its relationship to other areas of vocational education. Because homemaking is recognized as a component of vocational education, it should not be separated but included under the regular offerings (presently under Part B) and defined along with agriculture, business and office, etc., as vocational homemaking. Therefore, we make the following recommendation:

Recommendation.—That consumer homemaking not be separately funded but be termed vocational homemaking and included on an equal basis with all other vocational disciplines.

D. Increase in Accountability and Reduction in Reporting Processes

One of the major problems in accountability is the lack of common definitions in the U.S. Office of Education and the Department of Labor. Fifty states and two major federal departments, with even slight variation in interpretation and definition, make comparative statistics meaningless. In Minnesota, for example, we have interpreted *post-secondary* students as those who participate full-time, 30 hours per week, for 175 days. It is our understanding that other states count students who may only take 12 or 14 hours of instruction during the year. The students attending less than full-time in Minnesota are considered adult education enrollees. Even more frustrating is the fact that the U.S. Office planning structure projects our enrollments by level—secondary, post-secondary, and adult—and the reporting structure is geared specifically to program areas by discipline, causing multiple recordkeeping systems. We are aware that the lack of uniform data has long been a complaint of many Congressional members, and all the states complain in regard to the U.S. Office of Education recordkeeping system. Therefore, we make the following recommendation:

Recommendation.—That Congress direct state and federal agencies to agree upon a common set of definitions for vocational education to be used by all states and all federal level agencies.

E. Better Definition of the Role of Advisory Councils

Prior to the 1968 Act the state of Minnesota mandated a statewide advisory council for vocational education, since the necessity for such a council is unquestioned. However, since 1969 the Minnesota State Advisory Council has produced several public reports and made a number of recommendations, most of which were directed at Congress or total educational structures in the state. Very little of its activity has been directed toward the operational problems and policy questions directly related to vocational education.

We are also concerned with the fact that Congress has formed an increasing number of overlapping councils and committees that deal with manpower and education. For example, the Education Amendments of 1972 created a state commission and an advisory council for junior colleges. We also have numerous manpower councils formed under CETA. Too many of the groups are by design nonfunctional and have become merely critic organizations. With many individual causes to promote and protect, the group activity does not result in intelligent constructive advice, but precipitates constant criticism in generalities in an attempt to appear knowledgeable. Therefore, we make the following recommendation:

Recommendation.—That the role of state vocational advisory councils be specifically defined in relation to the Vocational education Act in which they were created and that Congress examine the role of other related councils and committees.

IV. Delineation of the Difference Between Career Education and Vocational Education

In Section I of this testimony we indicated what we consider tremendous accomplishments in career education and without question endorse the continuation of the career education programs initiated by Commissioner Marland. However, we do not believe that vocational education should be the predominant source of funding for this activity. Because sufficient problems remain within vocational education programs and the administration which need addressing, research and exemplary and certainly the vocational education operational funds should be directed toward vocational education. Therefore, we make the following recommendation:

Recommendation.—That career education be delineated in the law to separate it specifically from vocational education and that it be separately and adequately funded.

V. Provision of Congress with the Ability to Provide Funding Priorities Rather Than the U.S. Office of Education

It has been suggested that the priorities under which federal vocational dollars are spent should be established by the U.S. Office of Education. Unfortunately, the U.S. Office of Education does not have at the current time nor appear to have in the near future a solidarity whereby any long range planning could be accomplished. Questions of centralization or decentralization of the U.S. Office continue to be frustrating, but not nearly as frustrating as the fact that the leadership and the organizational structure have continued to change almost yearly and in some instances more than once during a given year. Thus, states are left in a constant puzzlement to determine who their contact person should be when dealing with federal funding because the title and the positions constantly change.

It is our belief that vocational education legislation should be sufficiently partitioned as was the 1968 Amendments such that Congress can establish the priorities within the appropriations. Thus, the national priorities could be established in general over a long period of time, preferably five years or more. Congress could annually re-assess the commitment to the priorities and adjust the financial commitment to the parts as the various objectives are met within the states. Therefore, we make the following recommendation:

Recommendation.—That the legislation continue to contain the several parts related to services to people with individual funding of each part by Congress and that an organizational structure be established for the U.S. Office of Education.

CONCLUSION

The above recommendations should not be considered exhaustive but do highlight our predominant concerns. The committee should be aware of the fact that in *Reports on the Implementation of the Vocational Amendments of 1968* on pages 540–542 you will find testimony which I gave in 1971 that deals with many of the same issues raised today. I am certainly hopeful that most of these issues can be resolved at this time when new legislation is being considered. Again, I thank you for the opportunity to express our views on vocational education.

[Memorandum]

STATE OF MINNESOTA

FEBRUARY 27, 1974.

To: Commissioner Howard B. Casmey, State Board for Vocational Education.
From: Robert P. Van Tries, Assistant Commissioner, Division of Vocational-Technical Education.
Subject: Response to the 1973 Evaluation Statement by the Minnesota Advisory Council for Vocational Education.

As directed by the State Board at its November 5, 1973, meeting, the Division has drafted a response to the 1973 Evaluation Statement of the State Advisory Council for Vocational Education. A response to the Evaluation Statement is required in the 1975 State Plan. We have reprinted each of the Council's issues of concern along with its recommendations and then have given our suggested response to that issue. The responses are in rough draft form, and we solicit your suggestions for change, deletion or addition.

1. Need to increase public awareness of the priorities and bases for resource allocation in vocational education.

Recommendation.—Local, regional, and state educational agencies develop and disseminate clear policies and programs for resource allocation.

We certainly have no disagreement with the necessity to increase public awareness, not only in vocational-technical education but in all of education. The Vocational-Technical Division has expanded its dissemination efforts by employing a public information officer and attempting to prepare and distribute greater amounts of information to the public. Monthly newsletters are widely distributed and many informational articles have been published.

Of greater significance in this regard are the working papers prepared by the State Department of Education on the purposes, philosophy, and goals of education in Minnesota and the conduct of public meetings in review of these goals throughout the state of Minnesota. The public hearing on the State Plan for Vocational-Technical Education is an example of the attempt to make individuals aware of the policies and programs in vocational-technical education. Also, at the local level the activities of the local board of education are generally made known to the constituents.

2. Funding vocational education.

Recommendation.—In view of the increasing demands for vocational education, funding in this area should be given high priorities by the State Legislature and the Governor. In the face of cutback, they failed to restore equitably funds to vocational education in spite of the strong recommendations of the State Board.

This recommendation is directed to the State Legislature and the Governor, and certainly we agree that vocational-technical education is not adequately funded. Our budget requests represented a considerably greater need for financial support.

3. Under-utilization of alternative educational institutions.

Recommendation.—(a) The adoption of a policy to use surplus classroom space, including the use of incentives to meet the changing enrollment problems and prevent the unnecessary use of tax dollars on new structures when buildings in other educational institutions operate at much less than full capacity.

(b) When public schools are unable to provide educational services to students because of limited human and financial resources within the local districts, the State Board should encourage the utilization, on a contracting basis, of non-public proprietary schools, non-profit schools, and other occupational training systems that meet the rigid rules and regulations of the State Board and the local educational agency.

(c) In order to reduce the total economic cost to the local taxpayer, each local school district should examine and review costs of occupational skill development programs and consider utilizing existing private school facilities and services before beginning or expanding programs.

At the present time we are cooperating with the Department of Administration in attempting to identify usable space in other private agencies. The issue is extremely complex, and perhaps the greatest problem is the disparities in the type of needed facilities. Our need is most often for specialized facilities. Also, the fact that other institutions of higher education have declining enrollments does not mean that they have unused space; more often they have under-utilized space. It is virtually impossible to share space.

There is a policy that allows districts operating an area vocational-technical institute to contract with private schools. Because of increasing competition for resources, this policy will be re-examined.

4. Promote an awareness of vocational programs and students throughout the state on the part of employers.

Recommendation.—The establishment of an information center to be operated in close cooperation with local placement agencies, counselors and manpower organizations.

An information center similar to that suggested has been operated on a pilot basis in one program area for some time. It appears that such an operation is successful, but we are exercising extreme caution so that we do not duplicate the activity of the Department of Manpower Services. After the pilot program is critically evaluated, it may be expanded. Placement has not been a problem in the past; as we increase the number of graduates, however, we will certainly have to become more sophisticated in our methods.

5. Use of placement records as a determinant of program continuation in a way which selects students on likelihood of success rather than on student needs.

Recommendation.—The Council appreciates the State Board's reasons for phasing out programs based on placement record—that of insuring the most efficient use of each tax dollar—but we recommend an analysis of the reason for a program's poor placement record before dropping that program completely. Consideration should be given to student need by expanding the curriculum or developing special programs to provide the basic skills necessary for high risk students to compete successfully in vocational courses.

This recommendation appears to be almost in conflict with the economic concerns stated in Issue 3. The reality of vocational-technical education and all of education is that there is not sufficient resources to offer all needed programs. The strength of vocational-technical education is that it has used placement as a prime criteria for establishment and continuation of programs. Current policy on student enrollment in programs is *not* acceptance on the basis of predictable success, it is on the basis of when the student applied. Guidance programs exist in all institutes whereby students are assisted to make wise choices, but students are allowed to enroll in programs where their likelihood of success is not high. For this reason, we have considerably expanded our related instruction programs and incorporated remedial assistance into the institutes such that the individual deficiencies of students may be addressed to insure success.

While there exists a policy that a program must maintain a 51 percent or better placement record for continuation, we are not currently aware of any programs with a percentage below this. Obviously at some point in time this may occur, and at that time the policy will not be enforced as a cold, arbitrary, immediate judgment on the program. A careful analysis and examination of the program will take place to determine if the program should be dropped or retained.

6. The second class status of vocational education.

Recommendation.—Orient counselors, school administrators, and others toward the concept of career education.

The State Board has adopted a position paper on career education. In addition, the Vocational-Technical Division has expended considerable resources in the training of counselors, school administrators, and teachers in career education. However, this is not because we believe that vocational-technical education has a second class status in Minnesota. It may have a lesser status in a few isolated academic communities. However, the fact that one person in three pursuing post-secondary education enters an area vocational-technical institute, and many more find space unavailable, would lead us to believe that it has considerable status and acceptance by the public. This does not decrease our concern for a greater emphasis on career development in the elementary and secondary schools, and we will continue to work toward a greater degree of career awareness in all curriculum areas.

7. Determination of citizen needs.

Recommendation.—(a) In order for the educational system to be more responsive to the people of our state, a higher priority must be given to a system of needs assessment. Such needs assessment must begin at the level closest to the people being served, whether it be in the community where elementary and secondary education is provided, or in the institutions belonging to the state system. The responsibility and authorization to analyze and vary process should be at the local level. In addition, the local unit should be held accountable at the state level for its product.

(b) Needs assessment should be responsive to individual needs, not just organizational or community needs. As an example, a rural school system experiencing migration should offer occupational training programs not only supportive to an agricultural economy but anticipating the employment needs of persons leaving that community for urban or industrial business employment.

Within our educational responsibility we believe that the needs assessment does take place at the level closest to the people. Virtually all education under our jurisdiction is governed by local boards elected by the citizens of the school district. To imply that they have not taken the responsibility to educate their children seriously cannot be justified. We believe they have made every honest effort to provide the education necessary in their district.

The second portion of the recommendation would also indicate that the citizens of the school district have not been concerned with individuals, and we believe that they have been. We have also been concerned. Within the resources available, Minnesota has established one of the finest educational systems in the United States. This does not mean that we cannot improve, and we will. We will attempt to establish greater accountability at the state level through he assessment program in general education and the evaluation processes in vocational-technical education.

8. The need for more practical methods of assuring equal opportunity for all students regardless of race, national origin, or sex.

Recommendation.—(a) Expand action programs adopted by the State Board to further the goal of equitable opportunity for all citizens of Minnesota.

(b) The State Board should actively recruit minorities at the professional level.

(c) Implement an affirmative action program to serve high risk minority students as proposed in the recommendation following issue No. 5.

At the present time the Vocational-Technical Division is expanding its program to recruit minority students to the area vocational-technical institutes. We believe this program may develop more successful results than the attempts by other organizations to recruit minorities. However, the task is difficult; and we would appreciate any specific advice the Council might have in this regard.

At the professional level, the State Department of Education has an affirmative action program and does attempt to recruit minorities. The Vocational-Technical Division has been admittedly unsuccessful in this attempt, predominantly because local districts are better able to compete for minorities as they have a considerable financial advantage over state service. It has been our experience that qualified minorities are not interested in applying for state service jobs because of the salary level. However, we will continue to pursue minority persons for employment and request all the assistance that any person or agency might offer.

9. Recognition of the rights of the handicapped for equitable services, programs, and resources.

Recommendation.—(a) Initiation of assessment programs to define the needs of the handicapped and design and fund programs responsive to those needs.

(b) Publicize the availability of programs for the handicapped.

At the present time there are a large number of vocational-technical programs offered specifically for the handicapped. In addition, supportive services are provided for handicapped individuals in the area vocational-technical institutes. These programs are widely publicized and are made available to all individuals. Assessment programs are available at several of the post-secondary institutions where individual programs are developed and offered for the handicapped. We believe that the programs in this area are doing an excellent job. We also believe that we have recognized the rights of the handicapped and are making every attempt to provide them with equitable programs.

10. The use of this Advisory Council as a resource for informational input into policy determination in vocational education.

Recommendation.—(a) The State Board of Education should make more effective use of this Advisory Council.

(b) This Council calls upon the State Legislature for language recognizing the advisory councils and defining the responsibility and relationship of the Council, the State Board and other educational agencies.

The State Board of Education is appreciative of the fact that the Advisory Council in its 1973 Evaluation Statement has identified issues pertinent to education in Minnesota. As we have indicated in the past, many of the issues exemplified by the Council have been beyond the jurisdiction and capability of action by the State Board. This evaluation statement has led to direct examination of several issues. Many of the recommendations were stated in broad terms and our responses have been similarly general. We would solicit specific suggestions for action within any of the recommendations. Having specific action or activity suggested by the Council to the Board would be a much more effective use of the Council.

STATEMENT OF ROBERT P. VAN TRIES, ASSISTANT COMMISSIONER OF VOCATIONAL-TECHNICAL EDUCATION IN MINNESOTA

Mr. VAN TRIES. Thank you, Mr. Quie and Mr. Chairman.

I think all of us here, regardless of party, would agree with your comments concerning Mr. Quie. We have worked with him for many years. We agree with everything that has been said here.

On behalf of the vocational division of the State department of education, the State board for vocational education, I want to welcome the committee to Minnesota. We are glad that you could come. We hope your stay here will be pleasant and that it won't get too hot. It is always getting too hot or too cold. But we hope it will be a pleasant weekend for you. We appreciate the opportunity to appear before your committee, Mr. Chairman, and tell you some of the things that your efforts have done for us in the past and how we see the future.

According to the communication that we received it was our understanding that you would like to have a review of some of the things which the 1968 amendments accomplished and then some things we would suggest in any new legislation.

In your folders you have a written testimony which I would present. Along with the written testimony you have some materials which were developed for vocational education in the State including a descriptive report which goes into more detail.

In keeping with the communication I would just speak off the cuff to some of the things that appear in the testimony. I won't take your time with reading the testimony itself.

I would like to address the subprograms of vocational education as they appear in the bill and as they appear, by the way, within the program, planning and budgeting, of the State of Minnesota.

The program is vocational education. The subprogram is secondary, postsecondary, and adult. I want to comment on these areas first.

Minnesota has expanded greatly in the secondary program since the vocational amendments of 1968. Some of this expansion can be directly attributable to the provisions of the 1968 amendments which permit us to try innovative programs. As soon as moneys became available to us in 1968 we established two pilot programs, one in the southern part of the State and one in the northern part of the State, dealing with secondary students.

I am sure that the gentlemen of the committee have the same problem in their States that we have in Minnesota. We have 436 school districts in the State. This means a very large number of very small schools.

In the small schools it is almost impossible to offer a variety of vocational programs. In the past these have been confined to agriculture and home economics and a third group that we didn't call "vocational" but which was probably more vocational than any of them and that was the business and office education program of the State.

With the moneys made available in the 1968 act we established centers as far apart as we could get them. One was as close to the Iowa line as you can get. The other was almost to the Canadian border.

It was our intention to run these programs for 3 years and then evaluate them. From two pilot centers in 1969 we now have 52 centers in the State.

I realize that all of you realize the word "consolidate" in a State such as Minnesota or a rural State such as you represent is a bad word. But "cooperation" is a good word.

Programs at these centers have been developed through the cooperation of member districts. Of the 436 school districts in the State, 250 of them are now cooperating with each other to provide vocational education centers.

As I say, this was not new in some States. But it was totally new in the State of Minnesota.

My contention would be that it would be impossible without the funds provided under the 1968 amendments.

In the prepared testimony also given to you the example of the State and Federal appropriations along with the enrollments that we have.

In the chart we show the secondary enrollment is increasing from 95,000 to 104,000 in 1972–73 and then dropping to 48,000 in 1973–74.

The reason for the drop is that that year we stopped counting 9th graders as being part of the vocational program. So those figures took a drop because of that.

Historically in the secondary programs we have had the students involved in secondary education with a large concentration in home economics and agriculture.

I might say we have some excellent home economics programs in our secondary schools today. I might also mention the business education program as well.

We also have health, construction, distributive education, business education.

Of course, the expansion in this program is not without its problems. As the overabundance of teachers in the academic area becomes apparent, when you offer the student the opportunity of more options, this aggravates that problem. The student before had no options or at the most one or two options. Now he has at his disposal six options which further depletes the membership if some of the other electives that he would have had in the nutritional academic programs. So this is not without problems.

Another problem is that with expansion of the vocational programs both in the secondary school and the postsecondary school we have the problem of finding well-qualified and well-trained teachers because the teachers in the vocational areas are in short supply.

We have instituted a number of experimental programs such as "exploring childhood," things of that kind. We have got these located in 35 locations. It would never have been possible without the innovative program moneys that were available under part D of the Vocational Act.

We have learned to cooperate. Many different agencies many years ago, agencies such as welfare and employment security and these agencies didn't know that we existed and we didn't know that they existed.

We found out through the Vocational Act of 1968 as well as the MDTA that we had some cooperative efforts that could take place. I think this cooperation between agencies has been completely expedited by the 1968 amendments.

In your folder there is also the annual descriptive report on the secondary programs. They explain in greater detail on pages 1 through 6 of that document.

I would like to go to the subprogram area of the postsecondary program. At this point I would like to make an open invitation to the committee to return to Minnesota when you have the time and to take a tour of two or three of our postsecondary area vocational-technical institutes and perhaps a couple of our high school centers.

I think you would find it gratifying to see the progress that has been made. Our high schools are well-equipped. They are the kind of institution that a person would like to be associated with.

We have found that where before we had dilapidated buildings that were constantly in need of repair because of vandalism we find that with our new buildings the kids themselves are taking care of them. We no longer have this problem.

I would only point to St. Paul TVI as one of the examples of this.

I want to talk a little bit about construction because I think that there may be a national association that has indicated or will indicate to this committee in the future that Minnesota has not spent the required 15 percent set-aside for postsecondary education.

I want to assure you that we not only have spent the 15 percent but we have spent all available Federal moneys in postsecondary education with the exception of some of the set-asides on disadvantaged and handicapped money all Federal funds have gone into postsecondary education in the State of Minnesota.

We have a TVI system in this State with 35 districts, 34 schools, that have an enrollment of 23,400 this year. Last spring completed 14,410 students.

If you look at Minnesota's labor force usually 1 person out of 5 newly entering the labor force in Minnesota would have been trained in an area vocational technical institute in this State.

The division operates a followup study of the postsecondary students who leave the area vocational schools. In your folder there is a small booklet that kind of condenses this.

This booklet is a condensation of the followup material which comes from the followup studies made of the students.

It gives you the returns that were made from them. I would point out that this study is not done by the State. It is done by an independent agency, at the present time the University of Minnesota.

Outside of the setting up of the questions we have nothing to do with the followups. It is done entirely by them. This avoids parochialism or a proprietary interest on our part.

The students are followed up 1 year after graduation. The employer is also followed up. We received excellent returns from the employers and very good returns from the students.

I think this will show that the system is not entirely without some areas in which some improvement could be made. We are working on this.

There are also areas in which you will have great satisfaction.

I might say too that this information is tabulated for the State as a whole, taking into account all 23,000 students that are enrolled. It is also broken down into the individual TVI's and then it is broken down into individual programs within the school.

So if I were to give you information on program X at Staples, Minn., or St. Paul TVI, along with the employers of those who are the school's graduates.

We also take into each one of these institutions an industrial evaluating committee once every 2 years. They evaluate each program. It is the people from these programs, hiring these people that do the evaluation.

We would contend that these programs have been instrumental in bringing new industry into the State. They have also been instrumental in expanding existing industry in the State.

About 50 percent of the new programs that we have established, over 300 of them in the last 5 years, have been established in rural Minnesota with the other 50 percent in the metropolitan area.

One thing I would like to mention to you is that we do have a system of foreign study. This is unique, I think. We have sent classes of our vocational students, particularly in cosmo and chef's training, to go abroad where they train under instructors in European schools.

We intend to expand this to include fashion merchandising design and foreign car repair this next year.

We open up this program to students from private trade schools and also from neighboring States such as North Dakota and South Dakota. It isn't a large program. But I think you would be interested to know that as we follow the footsteps of our college brethren that we have foreign study programs also.

We have programs ranging from the conventional to the exotic, from the off-beat programs like horseshoers or farriers in a limited quantity because there is a demand for them. We have truckdriver programs. These programs have gained recognition primarily because of the women who have enrolled in them.

The third subprogram is a program for adults. They are enrolled in our schools, secondary and TVI's. Over 116,000 persons participating in part-time classes.

At the moment I don't think it will do you any good to compare anything with any other State. No two States interpret the definition in the same way. I think it would be a wise thing if new legislation would address this problem.

But in the adult program we have over 116,000 persons. This includes training for public agencies as well as very excellent farm management agricultural program for farmers.

We have also enrolled in these cooperative management programs over 2,400 veterans. The State law, by the way, requires that vocational education serve two groups of people on the adult level. One group is indentured apprentices. The other group is veteran farmers.

We are of course serving many others. But the law specifically states that we will be responsible for those.

In the adult programs we provide basic living courses for mentally retarded adults. This is a program which is designed to enable the mentally retarded adult to learn to live by himself so that he may become productive in the employment market.

We have a number of classes for migrant workers. These classes have been held all over the State and in very odd places. We have held them after church services. We have held them in Laundromats. We have held them in public health centers.

For the disadvantaged and handicapped for 1968 we showed only 2,800 handicapped students being served in vocational programs throughout Minnesota.

In 1972 we expanded this to 5,270 who have special classes established solely for the handicapped. Presently we have 20 of these programs. We have made an effort to design all the facilities with the participation of handicapped being assigned to regular programs rather than to special programs.

One thing about the handicapped programs—I think the statistics will show that about 4 percent of the persons who are enrolled are handicapped.

However if you were to take the biographical information that we get on these students and gathered by the University of Minnesota in the followups that I mentioned you would find that about 10 percent of the enrollment are people who have identifiable physical handicaps. Again, statistics don't always tell the whole story.

The same thing applies to the disadvantaged. If we were to count the disadvantaged prior to 1968 we would have a count of about 5,200. This year there will be in excess of 10,000.

Another thing that will give satisfaction to you and of interest to you is the good many joint programs being operated across division and department levels particularly with vocational rehabilitation and special education. Again, this is something that was unheard of 10 years ago. Now it is quite a common operating procedure.

We have programs on work experience for the handicapped I would want to mention because the director is here particularly. It is in the prepared testimony anyway so I am not mentioning him because he is here. We work closely with the private nonprofit organization in Saint Paul that was recently written up in the Reader's Digest. We operate with them through the Saint Paul public schools.

Later on you will also hear about the service center at 916 so I won't spend any time on that.

You will also hear about the Saint Paul deaf program and I won't spend any time on that.

We have made an effort to bring into and to provide vocational services for minority groups. I might mention that this has caused some difficulty because it is difficult to set up the communications between the groups.

At the AFL-CIO State convention a year or two ago they passed a resolution requesting us to set up a program to encourage minority groups into apprenticeable trades.

We set up a committee called The Committee of 156. The reason we chose 156 was because there were 78 apprentices in the trades of minority groups. Our goal was to double this.

We have now funded through vocational funding a number of people that in-house we call them recruiters. We haven't decided what the name should be. But they are members of the minority race. They are charged with the responsibility of making contacts encouraging people into the vocational schools and not only under the apprenticeable trades but all phases of the vocational program and by staying with that person during his training to find out what his problems are and to help him resolve those problems so he doesn't drop out of school because retention is one of the biggest problems that we have.

Another thing with Federal funds that causes me some nightmares occasionally, as you will understand, we have set up for each one of these people a $2,500 crisis fund. This fund is available on a moment's notice.

It is used for the purpose of resolving those type of problems that come up because of finances, a spur-of-the-moment crisis.

I will give you some examples. We have found that one of the major problems of getting minority students into the schools is transportation. We are in the process now of setting up a task force on transportation to address this question.

We are involving the metropolitan transit companies, transit commission, and a number of other people.

But we had a case where in northern Minnesota where five students were being transported to one of our postsecondary institutions, AVTI, and riding with this individual, his battery in his car gave out. So we lost five students because one person didn't have enough money to buy a battery. The fund is set up for that type of thing. So far it has worked well. To the best of my knowledge it has not been abused.

We have also set up programs with correctional institutions. Some of these have been operated through the AVTI. Some of them have been operated within the institution. We got cooperation between departments that 10 years ago wouldn't have been thought about.

Some of our programs have been conducted at Federal correctional institutions as well as State correctional institutions.

The innovative programs in career education have been of great assistance to us and have been funded under part D funds. We set up eight pilot projects in eight school systems in developing career education materials, for elementary and secondary schools.

I think this points up one difference between the attitude of the U.S. Office of Education and us: $100,000 was the bottom, the floor. We divided the money into eight school systems. We came up with materials that were far in excess and of greater value to us than the limited money we had spent.

I guess this is probably common in every State. But we found that $500 incentive to a teacher to develop new materials is worth many thousands of dollars.

I guess we have a difference with the Office of Education on how much money it takes to make an impact.

I might mention too that we have used some of the 102B money in the purchase of very odd equipment. Our State plan says that anything that can be moved is a piece of equipment. So we bought a steel building which is bolted to a piece of concrete slab. This became the Red Lake Indian Reservation Vocational Center. As far as I know this is operating well. We put in upwards of a half million dollars into the program.

This program so far as I know has been reasonably successful. They report to us once a year. So far they have indicated that the program has been successful.

Now I would like to go into the provisions for the continuation of expansion in support of vocational education.

First there is the necessity of greater effort in short- and long-range planning. The legislation that we have contains directives indicating that we should do planning and that there should be an analysis of programs for all individuals. Yet the appropriations by Congress and the appropriations by the State legislature have never narrowly approached the authorizations.

It leaves the States in a quandary as to whether they should use such money for planning. Every dollar we put into planning means that much less money for operating programs. So our feeling is that the more money we get into operating programs the better off we are.

So we think there should be more money for greater planning. But maybe it should be identified so that we are not diverting program money into planning money.

Only once since the 1968 amendments became functional have we known before the beginning of the fiscal year how much money we were going to have for the operation of that year.

So we think in the future there should be provisions for advanced funding. If there isn't money for advanced funding then at least the Tydings amendment should become a permanent piece of legislation within the act.

I know we are allowed to use funds for youth organizations. But I think Congress should indicate somehow the importance of these youth organizations in the total program of vocational education.

I realize what some of the concerns are. I have seen some of the youth organizations in European countries, particularly the Young Pioneers in Russia. I know what some of the concerns about youth organizations have been in Congress historically.

But I think probably too there isn't a Congressman in Washington who wouldn't say that the FFA and the FHA along with others are outstanding and have made a very major contribution to the vocational programs in each of the States. We are very proud of our youth organizations.

I think that we again need to have a commitment to teacher education. We really haven't had a commitment to teacher education since the Smith-Hughes Act.

While I realize that there is an overproduction of teachers, particularly in the academic areas, this is not true of vocational teachers.

Furthermore I think that as things are moving faster and faster every day that we need greater in-service training of teachers who are already in the field.

One of our greatest difficulties in vocational education is getting the teacher back into industry to acquaint himself with industrial methods rather than getting him back into college to get a degree.

So I think we need a commitment on teacher education itself particularly in service education.

Expansion of ancillary services, activities such as followup and placement. Placement hasn't been a big problem up until now. But as the schools begin to level off and people begin to be served placement becomes one of the services which these schools should be providing.

The expansion of student support services. Another thing we would suggest that study be given to is the matter of matching requirements in the act.

You know, one of the criticisms that we have had with respect to financing of vocational education—and this comes from the Project Baseline that your committee is familiar with and will very likely be referred to in a GAO report—is the fact that we don't report all the money that goes into vocational education.

The reason we don't report it is we don't need it for the report. We are expending probably about $10 to $1 of Federal funds, maybe more if we count it into a deproportional amount of our foundation needs.

So really matching doesn't mean too much to us. I guess what we are suggesting is that perhaps we should match a total bill and not the individual parts of a bill because in the 1968 amendments the act provided for a variety of matching funds of up to 50 percent. They are different in each of the titles.

I am not sure that this makes any difference to us. It may in some States. I am not very familiar with that. But in Minnesota, I don't think it would make any difference to us.

Expansion of set-aside moneys. I guess, we would suggest that least some investigation into applying the set-aside across the board whether or not there shouldn't be a percentage set-aside from all funds rather than just part B.

This may mean a greater percentage or a lesser percentage. I don't know. Maybe spread the set-aside across the entire act.

Also I would suggest reclassifying consumer homemaking and instead of providing a separate title for consumer homemaking redefine it as being a vocational occupation and treat it the same as the real vocational occupations.

One of the major problems—and I mentioned this before—in accountability is the lack of common definitions by the U.S. Office of Education and the Department of Labor, 50 States and 2 major Federal departments where even a slight variation in interpretation of definition make comparative statistics meaningless.

In Minnesota, for example, we have just interpreted postsecondary students as those who participate full-time 30 hours a week for 175 days. It is our understanding that other States count students who may only take 12 or 14 hours.

So you have broken down any possible use of comparative statistics right there. We think there should be a better definition of the role of the advisory councils.

I think the advisory councils are very, very helpful in drafting legislation. We are not suggesting any major changes. But we think there should be a better definition of the role.

I would see perhaps a review of Public Law 92-463, which is the Federal Advisory Committee Act, perhaps some of the provisions of that act could be incorporated into a vocational act.

I think there should be a delineation between career education and vocational education. Up until now the vocational education has by and large—I think this is true in almost all States—carried the ball on career education, in fact, so much so that some people are beginning to think that career education and vocational education are the same thing. I don't think the Congress ever intended that it was to be interpreted as the same thing.

I am quite sure that Secretary Marlin never intended it to be interpreted as the same thing.

Yet, because of the fact that career education has funds provided for it, it is becoming almost synonymous with vocational education. We don't think that it should be. We think it should be separated from vocational education and should be separately funded.

I think, in some of the proposals you may receive there will be proposals that will say in effect that Congress should appropriate money to the U.S. Office of Education and that the U.S. Office of Education should at that point establish priorities for the States.

We would be opposed to this. We think that any new law should be written with titles that indicate the priorities of Congress and should be appropriated at the congressional level.

Therefore we can at that point tell what the commitment of the Congress is to the priorities they have set.

I don't think this should be interpreted as exhaustive of our recommendations. I just covered a few of them.

But in the written testimony I would also point out to you that we all gave testimony in 1971. There was a publication put out by Congress, by your committee, called "Reports on Implementation of Vocational Education Amendments of 1968."

We reviewed these prior to writing our testimony. Our particular testimony at that time is found on pages 540 and 542. There is nothing that would change the testimony that I gave at that time.

We raised some issues and suggested some legislation at that time. I think we still feel the same.

Mr. Chairman, that concludes my presentation.

Mr. QUIE. Thank you, Bob.

I am just going to ask you a few questions here and then turn it over to the other members because I have a chance to talk with you whenever I want you back here.

First, could you tell us what percentage of all secondary school students will leave school with a marketable skill?

Mr. VAN TRIES. About 25 percent.

Mr. QUIE. About 25 percent. If you had your druthers in your plans what would you like to see as the percentage leaving secondary school with a marketable skill?

Mr. VAN TRIES. If I had my druthers about 100 percent would leave with a marketable skill. I guess you can interpret that marketable skill a couple of different ways. If they were going on to college to further education and you were certain that that was where they were going, I would reduce that amount.

So, sure, young people today don't know why they want to go to college and I am not sure how long they stay.

So I guess that every person who leaves the high school should have a marketable skill.

Mr. QUIE. It gives a sense of security to people even when they are going on to further education.

Has Minnesota got any goal then between the 25 percent and the 100 percent that they are shooting for?

Mr. VAN TRIES. Yes; I think in your folder you have this publication here.

Mr. QUIE. I didn't see that one. I don't think we have that one.

Mr. VAN TRIES. This particular one is a condensation of the goals and objectives of the department and how we are going to progress toward——

Mr. QUIE. I will try and find that.

Mr. VAN TRIES. We also have copies, Mr. Chairman, of the followup study that we referred to in detail. We don't have 35 copies. We brought sufficient copies for the people who are here and the committee.

Mr. QUIE. That will be fine.

Can you pick up that figure which you are shooting at?

Mr. VAN TRIES. The first figure I see here now is 40,000 10th graders in 1974.

Mr. QUIE. That doesn't refer to a percentage.

Why don't you break it down to the percentage to see what you are shooting at?

Let me ask you this, then: What percentage of those who leave high school go to vocational technical school and what percentage go on to the academic institutions?

Mr. VAN TRIES. We have got those figures.

VOICE. It depends on directly or indirectly.

Mr. VAN TRIES. Some of the graduating students.

VOICE. Directly about 30 percent.

Mr. QUIE. Thirty percent go on to tech schools.

Mr. VAN TRIES. With 40 percent going to academic schools.

Mr. QUIE. About 40 percent.

Lastly I want to ask you about your recommendation that the role of the State agency should be better defined in Federal legislation and a specific level of support be provided in the legislation.

I gather from what came before that you don't think that is especially necessary for Minnesota but is necessary for other States. Is that what you are saying?

I want to make certain money goes out to the schools and we never look at the State agencies as needing any special protection.

Mr. VAN TRIES. I think what you are expressing is pretty much the expression of the State legislature. We would like to see as little money spent on the State level and as much going to local schools as possible.

I would suggest that probably 70 percent of our State staff at the present time is paid from Federal funds.

Mr. QUIE. That is what I understand. It is higher in some States. I wonder if that is healthy.

Mr. VAN TRIES. I guess you do what you have to do. I don't know if it is healthy. But I don't think we will do it any differently until we would have to do it differently.

I think, Mr. Chairman, one other thing that I would like to bring before the committee too, I think the very important thing of designation of the sole agency. I guess I don't care what that sole agency is. But there should be a sole agency responsible for the money coming into the State from Federal funding.

I would include in that the same sole agency for title 10B of the Higher Education Act.

Mr. QUIE. Mr. Chairman?

Chairman PERKINS. Mr. Van Tries, I certainly wish to compliment you on your testimony. I wish that time would permit a lengthy questioning.

But I do have a few questions. You stated in your testimony that there was a decline in the secondary vocational students between 1972-73 and 1973-74.

What do you attribute this decline to?

Mr. VAN TRIES. Mr. Chairman, prior to that we counted all ninth-grade home economics and agriculture students. Following that time we didn't count them. We counted only 10th, 11th and 12th graders. So it was a change in our accounting practice.

Chairman PERKINS. What I am anxious to know, to try and get a pattern here, whether you feel that the growth in the future will be at the secondary or postsecondary level in vocational education?

Mr. VAN TRIES. Mr. Chairman, I think the growth in the future is going to be at the adult level. I think that there will be growth at the postsecondary level because more and more people are finding it necessary to go to postsecondary institutions to obtain a skill.

But I think the way the economy is going I think the same thing is true of adults in the labor force. The teachers needing in-service education more than are going into service education.

So I think that the future of vocational education, the great expansion is going to be in the adult or continuing education level.

Chairman PERKINS. I was well impressed with your statement that you calculate that 25 percent of your graduates from secondary schools will have a marketable skill.

That seems to be along the lines of the testimony we heard yesterday in Wisconsin where they used some terminology from some stonemasonry back in my early days, of "capstone" programs, they termed them, where they had done all the preliminary training and when they completed the capstone program they were supposedly ready to earn a livelihood with a marketable skill.

They were shooting for 50 percent. Both Wisconsin and Minnesota are to be complimented.

But I am wondering at this stage of the game where we do not have those quality programs in the high schools and these youngsters graduate at 16, 17, or 18 years of age and are not going to college and many of them drop out in the eighth grade and have decided to go back to vocational school but cannot be admitted and do not want to go to college. They once dropped out of school. But they want technical training.

How is the best way to solve that?

Mr. VAN TRIES. Mr. Chairman, I would only point out that we had over 18,000 students this last year who were trained in facilities outside of education facilities. These were in our cooperative programs with industry and business.

We had over 18,000 students in the State that received their training from businesses and industry in the State of Minnesota.

Chairman PERKINS. You people on your own initiative have picked up the ball and gone with it. Your State legislature supported you. You have done such an excellent job.

Are there any suggestions you have for the bill to improve situations of that type?

Mr. VAN TRIES. I am sure, Mr. Chairman, that there probably are people here who don't really share the idea that we have done all that excellent job because we do have places where we have not provided services.

So perhaps we have some of the same type problems. This is why I would like to see the various priorities which Congress might have identified as titles in the bill and confronted as a total rather than providing, as I suspect may be proposed, that the money be allocated to the U.S. Office of Education in a lump sum.

Chairman PERKINS. I wholeheartedly agree with your idea that we have not done our job in Washington. Al Quie, Lloyd Meeds, myself and the subcommittee members have for years yelled about timely authorizations and timely funding for the Appropriations Committee that provides funding.

But we have been a few voices crying out in the wilderness. We in the Congress, of course, have to be educated. That is one of the most difficult problems that we have ever been confronted with. When I use the word "we," it is trying to educate the Congress insofar as timely authorizations and timely appropriations are concerned.

But I certainly agree with you that the planning should be kept separate, from the money, State money for operating purposes. You agree with that statement?

Mr. VAN TRIES. Yes.

Chairman PERKINS. That is the way I understood your statement.

I do want to state however that we are hopeful that next year or this year that somewhere along the line we can educate our own selves in the Congress to the extent that we can carry the ball with advance fundings in the area of vocational education. You have it this year in higher education, in elementary and secondary education.

I do want to state, since you referred to the Tydings amendment, that Congessman Quie was working on a similar provision just in order to pick the ball up and go with it.

He took the amendment that came over from the Senate. But this has delayed to a great degree many good programs that you would have put into operation if you had known for certain the amount of funding you were going to receive.

We are going to do our best to do something about it.

I appreciate your suggestion about the commitment to teacher education, particularly in service training.

You don't need a degree. The teacher that knows how to teach mechanics should be employed if he knows mechanics in preference to someone that has a bachelor's degree or a Ph. D. degree and keep him up to date through in service training.

I am glad to receive the ideas that you have given us this morning. I can assure you that we are going to do our darndest.

Mr. Quie. Thank you, Mr. Chairman.

I will now turn to Congressman Lloyd Meeds.

Mr. Meeds. Thank you very much, Mr. Chairman.

Mr. Van Tries, who has the ultimate responsibility for the overall management of vocational education in the State of Minnesota? Could you give me some idea of the flow chart of the chain of commands in vocational education?

Mr. Van Tries. Yes. You really go to the Governor and the State legislature with the program planning budget, which lists all the programs and the amount of money which we seek.

From there it goes to the State board for vocational education, which is the same membership as the State board of education.

Mr. Meeds. Is that secondary? Postsecondary?

Mr. Van Tries. Yes. In addition to this we have a number of other systems in the State which our boards—we have a board for community colleges. We have a board for our State colleges. We have a board of regents.

In recognition of the fact that we have a proliferation of boards there has been an additional board called the Higher Education Coordinating Commission, which is supposed to coordinate all the systems in kind of a coordinating effort.

The 1202 Commission has just been formed here. I am not quite clear just how that reports. But I am of the opinion that it reports to the HECC, the Higher Education Coordinating Commission.

That is the general structure.

Mr. Meeds. Then you are the one who is in overall management and control of vocational education in the State.

Mr. Van Tries. Yes.

Mr. Meeds. You are administrator for vocational education?

Mr. Van Tries. Yes.

Mr. Meeds. It seems to me—and I am not criticizing, I am asking—that you have made a decision in this State that most of your effort is going to go into postsecondary vocational-technical education.

If I recall correctly you said that, except for handicapped and disadvantaged, you spent all on postsecondary.

Is that all the Federal funds?

Mr. Van Tries. Federal funds only.

Mr. Meeds. All Federal funds. Can you give me some idea of the percentage of expenditures of elementary, secondary, and postsecondary? Fifty percent in each? What is it?

Mr. Van Tries. No, I think there was a larger percentage of the postsecondary. But when you consider this you have to consider the total aid picture of the State.

As I stated previously, there are 436 school districts in the State. Moneys cannot be distributed equally. They must be distributed on the basis of need. Our postsecondary AVTI's are open with free tuition below age 21 and in most cases those above 21, in many instances, not all.

But we have free tuition below 21 in every area that a vocational school has.

Therefore any person in Minnesota can attend any area school. Therefore in trying to meet the requirements of the law it is much easier to place our money in the postsecondary institution than it is to try to place it in 436 school districts of the State.

Mr. **Meeds**. That may be a local decision. I really don't want to get involved in that.

But can you give me some idea—and if you can't now would you please furnish for the record—the percentage of total dollars expended for elementary, secondary, vocational-technical-occupational education, whatever you want to call it?

And the percentage for the same fields in postsecondary? Would you do that, please?

Or can you do it now?

Voice. Approximately 3 to 1.

Mr. **Meeds**. You mean 66 percent in postsecondary?

Mr. **Quie**. That is both State and Federal? All?

Mr. **Meeds**. All Federal.

Mr. **Quie**. But it seems to me what you are asking is, of the expenditures of Minnesota's Local, State and Federal money, what is going for secondary and what is going for postsecondary?

Mr. **Meeds**. That is correct.

Mr. **Quie**. Is this 3 to 1? Would that be 75 percent postsecondary? Is that what you mean? Is that about right?

Voice. If you add local in, Mr. Chairman, it would be about 66–33 then. I was not assuming local.

Mr. **Meeds**. Then you are dealing with 30 percent of the graduating seniors.

As I understand it you have a 21-year age limit; no one over 21 can attend your area vocational and technical institutions.

Mr. **Van Tries**. They can attend.

Mr. **Meeds**. They can.

Voice. There is a tuition.

Mr. **Van Tries**. Tuition free under 21. In many cases if a person is over 21 and is a veteran he gets free tuition. And many other agencies, such as welfare, pay tuition.

Mr. **Meeds**. What percent of the total student population, and let us first restrict it to elementary and secondary, reside in the Twin Cities area?

Mr. **Van Tries**. Minnesota is just under 50 percent.

Mr. **Meeds**. Over 50 percent in this area?

Can you tell me the percentage of Federal vocational dollars that are going to the Twin Cities area?

Mr. **Van Tries**. I can't tell you. But we can get it for you very easily.

Mr. **Meeds**. Do these gentlemen have any idea?

Voice. It is in a report provided to you.

Mr. **Meeds**. It is in this?

Voice. No, it is not. It is fairly close. But it is in a report that we provided, to Mr. Perkins earlier this year.

Mr. Meeds. How many area vocational technical institutes are there in the Twin Cities area?

Mr. Van Tries. Six.

Mr. Meeds. Six.

Mr. Van Tries. Minneapolis-St. Paul, Hennepin County, North Hennepin County, South Dakota County, and District 916, White Bear Lake.

Mr. Meeds. So we are talking about of 33 area vocational schools; 6 are in the Twin Cities area?

Mr. Van Tries. And these are the largest ones.

Mr. Meeds. Is the enrollment of the six approximately 6 percent of the total enrollment?

Mr. Van Tries. No. But it is getting closer. Up until a few years ago it was very lopsided. Practically all the enrollment was in the rural areas.

We began this system in 1947. At that time the only place that had any vocational program in the State of Minnesota was in the Twin Cities.

So there were a large number of small schools. The legislature at that time had to make a decision whether they wanted to take the schools to the people or bring the people to the schools. They decided to take the schools to the people.

So throughout the State you have a number of small area technical locations ranging from 175 and the largest one would be in the neighborhood of maybe 1,200 or 1,500.

Mr. Meeds. We have done the same thing in my own State. I understand that. But we haven't concentrated 75 percent of our vocational funds in postsecondary vocational education either.

Mr. Van Tries. Mr. Meeds, I think one of the things that you have to do is to look at the total aid picture of the schools. About the average across the State shows about 75 percent State funds going into the elementary and secondary schools with 25 percent being raised by local taxes. The local tax limit is 30 mills. So anything above that is paid for by the State.

We are now changing our system of aids to the schools and saying in effect that vocational education is just as important as any other program in the school that you offer.

Therefore school districts should be willing to put the same amount into it as they do for the rest of their programs.

Mr. Meeds. Can't you say the reverse of that is true? If it is so important the State ought to put the same amount in.

Mr. Van Tries. But we also look at the costs. There may be higher cost and therefore the State should pay all of the higher cost.

Mr. Meeds. It is your State and your philosophy.

Tell me what is being done in the elementary and secondary level in vocational technical career occupational education. Do you have any programs in the elementary schools? Do you have any follow-on programs? Exploration? What is being done to acquaint the people that something is out there other than an academic education, an academic degree, waiting for them at the end of the educational ladder?

Mr. Van Tries. Somewhere in the prepared testimony is a statement on career education programs.

Mr. MEEDS. Do you consider those early awareness exploration programs to be simply career education?

Mr. VAN TRIES. Yes.

Mr. MEEDS. From your earlier definition?

Mr. VAN TRIES. Yes, I think on page 16 or 15 and 16 it indicates that we have involved 675 teachers in the supervizing of elementary teachers and 21,000 students in the career programs that we have developed the models for.

This is spread over elementary schools and I guess I wouldn't know how many besides those. These are the ones we can account for. There may be many others besides this.

Mr. MEEDS. Fine. I have taken more than my time.

Chairman PERKINS. If the gentleman will yield for one question before you leave.

Yesterday we discovered in Wisconsin that they had one board that administers the vocational education programs at the post-secondary and secondary level and that they have very little difficulty, in fact no difficulty, in allocating the funds between the secondary and the post-secondary with the various boards.

With the fact that you do not have one unified board do you have any squabbling over the allocation of funds between secondary and postsecondary programs?

Mr. VAN TRIES. We do have squabbles between the secondary and postsecondary over vocational funding. You might find some differences of opinion between the community college board and this board as to whether or not the community colleges should be doing this job. You might find something like that.

One reason we don't have more problems with it is because our legislature has gone to an annual session. When you talk about a super board or a single board, my answer would have been different 5 years ago.

But now the legislature is meeting anually and the committees meet almost every month so that in effect we are on a program budget so that the programs are defined in the allocation of funds for all of the systems so that in effect we have a superboard.

Chairman PERKINS. Do you find that your educational programs are operating as smoothly since your legislature is meeting annually?

Mr. VAN TRIES. I would say that we are operating more smoothly. But I guess I would have to say it is a little more satisfying. Before we were against the proposition where we had a very limited period of time in which to make our needs in our program known. It was very limited. You never got much more than maybe one or two hours during an entire session.

We have one of the chairmen from one of the education committees at this meeting today. Now I can get before the proper committee in a month and get advice or get some action if it was absolutely necessary, something of that kind.

Chairman PERKINS. Excuse me.

Mr. Steiger?

Mr. STEIGER. Bob, I know our time is limited. We have got a lot of witnesses today.

But I would like to hurriedly go through a series of questions with you if I may, to follow up on what the gentleman from Washington, Mr. Meeds, asked you about.

On page 1 of your informational booklet on the 1972–73 year in Minnesota vocational-technical education you say that 29 vocational centers delivered programs to the rural district boards in 1972–73 and 46 were approved for operation in 1973–74.

I assume that chart is listed at the end of this vocational center. Is that accurate?

Mr. VAN TRIES. Yes. It was accurate for that date. There have been about six or seven more since that time.

Mr. STEIGER. You say these involve 212 districts in Minnesota or nearly half the districts and about 90 percent of the students. I am not clear on just what those figures mean. You serve in terms of secondary vocational-technical programs one-half of the 436 school districts in Minnesota.

How do you then get to 90 percent of the students?

Mr. VAN TRIES. This is the total—90 percent of the student population, not 90 percent of the people that are going to the centers.

I think if you will look at these figures you will notice that Minneapolis is a center. A lot of your big population centers in the State are members of centers. So the student population is 90 percent of the total students in the State. They have a lot of small school districts in the State.

Mr. STEIGER. I though we had a lot in Wisconsin. But my golly. I have never seen anything that would get you to that point. Half of the school districts have 90 percent of the kids, enrollment in Minnesota.

Mr. VAN TRIES. Half of the metropolitan districts have between 40 and 50 percent of the students.

Mr. STEIGER. So when you talk about the figure that was used earlier, 25 percent of the graduating seniors have marketable skills, you are talking then in terms of 25 percent of the 90 percent. Is that going to be about right?

Mr. VAN TRIES. It is about 25 percent of our graduating class, which is about 60,000 students a year.

Mr. STEIGER. But in that you do obviously leave out some areas which I assure must be small rural areas and not served by any secondary vocational technical education programs at all.

Mr. VAN TRIES. Around the Canadian border is where most of those would be found.

Mr. STEIGER. Can you give me something more in terms of why the decision was made in Minnesota to expend such a high percentage of the Federal funds for postsecondary programs rather than for expansion of secondary programs?

Mr. VAN TRIES. Yes. In the case of the allocation of funds, the moneys that go into a school district, the school district actually doesn't care whether they are Federal or State. In the law there is a section in the State plan, section 3.27, I believe, which says that the Federal moneys cannot be equally spread over the State.

With 436 school districts it was necessary for us to set up practically a full-time staff to make allocations. I think this is one of the things that Wisconsin has found, too. To make allocations to school districts based on what could be a very complicated formula, the AVTI satisfied the requirement that they are available to all people in the State.

They service the entire State. The tuition is free to age 21 and in many cases over 21. Therefore the money is to be put in there without a complicated accounting system.

Chairman PERKINS. Will the gentleman yield?

Mr. STEIGER. Yes.

Chairman PERKINS. I think the gentleman from Wisconsin is touching on a very significant point.

However, I was surprised yesterday until I thought the thing through thoroughly that in his State 60 percent of the funds are being expended at the postsecondary level and only 40 percent at the secondary level. It is only about 6 percent more here.

But my question, these schools along the Canadian border, I presume that they are outstanding secondary schools. But if you have youngsters in those schools that do not have vocational facilities, whether they are seniors, juniors who graduate from those schools, if they made an application to a technical school, a secondary school system or a postsecondary, would those youngsters be admitted to those schools in some other section of the State?

Mr. VAN TRIES. They would be admitted if there were room for them.

Chairman PERKINS. Go ahead, Bill. Excuse me.

Mr. STEIGER. You indicated in your testimony that part of the 1968 Vocational Act amendments something like 5,200 handicapped or disadvantaged. I don't remember which.

Mr. VAN TRIES. I think it was handicapped.

Mr. STEIGER. Handicapped. And that that had been expanded to 10,000 approximately?

Can you give us an indication on what was being done prior to the 1968 act amendments in disadvantaged and what is now being done?

Did I miss that in your statement?

Mr. VAN TRIES. What page did you find the reference to the handicapped?

Mr. STEIGER. You just gave that. I don't know that you had that on a page.

Mr. VAN TRIES. In 1968, 2,800 handicapped students were being served. In 1972, 5,207.

In 1968 we showed on our records approximately 5,200 disadvantaged students and now in excess of 10,000.

Mr. STEIGER. Disadvantaged was the 5,200 figure.

Mr. VAN TRIES. Yes.

Mr. STEIGER. Can you give me some indication as to whether or not when you considered disadvantaged at the time you looked at that reporting done in 1968, you were talking about definitions found in the 1968 amendments, "vocational education for persons who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education program"?

Or were you simply talking about an economic definition of disadvantaged"?

Mr. VAN TRIES. We were talking about the definition that you quoted.

Mr. STEIGER. In your discussion of the advisory committee—I know we have the advisory committee testifying—you indicated that there was, if I remember your delineation correctly, the role of the State advisory council was to specifically be defined in relation to the Vocational Education Act.

Can you tell me how much more clearly to delineate the council's role in terms of what is now in the 1968 act?

As you know, they are to submit to the State board an evaluation of the programs, activities, and services carried out.

A long-range plan recommends such changes and such program services and activities as may be warranted by the evaluations.

What further definition is needed?

Mr. VAN TRIES. I think there should be something in there to the effect that this advisory council is the sole agency designated for the purposes of administering this act.

I think the charge as given to them there is very broad. That can be interpreted in many different ways and to include a lot of things.

Mr. STEIGER. You know that it is indeed charged with the responsibility for advising the State board on the development of policy matters arising in the administration of a State plan.

It is also, I think, clear that it has the responsibility in terms of its relationship with the national council and the Congress to help us in understanding the effectiveness of any changes, if any, needed within a State to better provide vocational-technical education services as well as the general public.

Are you saying to me that you would limit the role of the State advisory council to one just dealing with the State agency?

Mr. VAN TRIES. I guess this is what I am saying. I think the advisory council is going to be testifying. I guess the one thing that I don't like is to cut in on their testimony.

But one of the things that I am concerned about is that I have no advisory group which deals with the nuts-and-bolts operations of the vocational program. There is no advisory group. We used to have one. But as the advisory council came into being we discarded that committee and relied totally on the advisory council.

I am not sure that the advisory council in the State of Minnesota sees their function as this at all. I would like to have it identified—either is it their function or is it not their function.

I think the advisory council itself is divided as to whether they should be doing this. But I have problems that occur on which I do need the advice of a committee.

I can create another advisory committee or it can be specified in there that they are to advise on the working problems due to the problems of the vocational program.

I would just as soon you have one advisory council because I think there are too many advisory groups as it is. So I hate to create a second one.

Mr. STEIGER. I appreciate your clarification of that.

Let me go into two other matters, if I can, in the limited time available.

Mr. QUIE. Let me throw out one thing.

Mr. STEIGER. Yes.

Mr. QUIE. Bob, what I hear you say is you would like the committee that you could ask questions on policy similar to the ones where say the State board appointed an advisory committee or you appointed your own advisory committee.

I think that we should point out that that is exactly what we did not want to do when we set up this act.

We expected that if a person needed advice for himself he would go and select some individuals around the State to give them advice.

But we wanted in setting up these State advisory councils to stay away from the incest that exists in agencies, finding people who agree with them.

I know you aren't asking that you get advice just from people who agree with you. But that was the fear when this legislation was enacted. I bring this up so you know the genesis of the advisory council.

Mr. VAN TRIES. Mr. Chairman, I have no quarrel with that at all. This is fine. Except that I would like to have it specifically stated that way so there can be no question as far as the advisory council is concerned, that they are not to give me advice on everyday problems of the operation of the division or else that they are. I don't think the council itself has decided what their function is in this respect.

Mr. QUIE. I agree with Bill Steiger. I think the law is pretty clear on that. I would suggest that you tell us how we can make it more clear because it says that they are to advise the State board, which I guess is the agency that you operate through. To that extent they are to advise you on the development of policy matters arising out of the administration of the State plan.

What they would not be advising you on is the day-to-day operations which may be separate to some extent from the Federal program. That seems to me is what you are looking for, if I understand you correctly.

Mr. VAN TRIES. Yes, I guess that is right. I guess really one of my difficulties is how many advisory groups do we create. I guess I have the same concern about the 1202 commission.

I think you are very wise in saying that the advisory council is advisory to the 1202 commission because that eliminated one more advisory group.

But it is the same way with the planning agencies. You have got to know how many planning agencies deal with the same thing. That manpower SETA program is going to be duplication of many other planning functions that are carried on by other groups.

Mr. QUIE. If you will yield again, Bill, on that?

Mr. STEIGER. Certainly.

Mr. QUIE. On 1202 we set up that State commission. But in 1202 we then give an opportunity for the State to use that 1202 commission for their own purposes as well. We didn't do that in the vocational amendments of 1968.

This may be a way of addressing ourselves to the problem that you raised here.

Mr. STEIGER. As I have gone through the recommendations you have made I come away somewhat confused, may I say to you, Bob, about whether or not you think we ought to have more categories or less categories.

You say we should in effect decategorize consumer education as a separate operation and put it on the same basis that we did all of the programs that were changed in the Vocational Act Amendments of 1968.

Yet you then come along and say planning, placement and follow-up in the State agency, those four areas, in effect, ought to be categorized.

Am I correctly characterizing your suggestions to us?

Mr. Van Tries. I think so. I am not making a case for more categories or fewer categories. I think there should be some categories. I am not sure they should be the same as the ones that are there now.

Mr. Steiger. My problem with that, may I say to you, is that I find it somewhat difficult to fully comprehend the basis on which there is more wisdom among Members of Congress than there is among members of your State board or the department that you operate in terms of making a decision about priorities.

Why is it that you think that the Congress ought to come along and tell you how best to spend your money?

Mr. Van Tries. I don't think you should. But I think you also noted that I suggested that the matching for the program should be an overall matching and not necessarily by the categories themselves. I think that gives plenty of room for a State to establish its priorities within the priorities which you have established.

Mr. Steiger. Let me take you one step further. There has been discussion about whether or not we could consolidate portions of the 1963 Act as amended in 1968 if you took A through G and consolidated into a single State plan which then conceivably would continue to have an overall set aside for the State minimum funding capability rather than a set aside, a minimum funding capability for handicapped and disadvantaged.

What is your reaction to that concept?

Mr. Van Tries. I think there are parts of that Vocational Act of 1963 that could very easily be consolidated. I think part D and C could be consolidated. I think F can be put in B. I think G can be put in B.

I think what I am thinking about and I guess what is really in the back of my mind is that if Congress feels that career awareness and career development, career education program, is an important priority, then it should be a total within the act and you should fund it to the extent that you feel it is a priority.

I think the vocational education programs support for traditional vocational education programs should be funded.

Mr. Steiger. You are saying in effect you could take title 10 of the 1972 education amendments, include that within the framework of a vocational education act.

Mr. Van Tries. I think so. But I also would suggest and I guess I am not ready to say this but I think we should study the possibility of taking the 5 percent set-asides out of the SETA programs and grind them into the vocational program.

Mr. Steiger. That is the last question I had, what has happened or what is now happening in terms of the 5 percent mandated for vocational-technical education under CETA in Minnesota?

Mr. Van Tries. This is a situation that changes daily. I guess I wouldn't be prepared to say anything about it right now. Mention was made of MDTA. I look back on MDTA and I remember when the program first started and we had a great deal of controversy and arguments all over the State with the then commissioner of employment here. Mr. Brown. We weren't getting along too well because we had never worked together.

Then within about 6 or 8 months we understood each other and we started working together and we had a very fine working relationship with employment security.

I guess prior to MDTA that wouldn't have happened. But it did. Now we are working with the organization almost daily and the relationships are very good.

So I guess I am a little hesitant to say what is going to happen working for the 5 percent set-asides because when we started MDTA I didn't think it would work and it did.

Chairman PERKINS. Will the gentleman yield at this point?

Mr. STEIGER. Certainly, Mr. Chairman.

Chairman PERKINS. I am wondering, even though your experience has been more pleasant and has worked out well in recent months, if we permitted the 5 percent set-aside to go by the wayside do you feel then that you would be able to share to any degree in the comprehensive programs and agree with the sponsors?

Mr. VAN TRIES. I said I wasn't quite ready to suggest that yet. But I think it should be studied.

Chairman PERKINS. We put that in here to make sure there was some cooperation.

Mr. VAN TRIES. We appreciate that, too. We are glad it is in there the way it is.

Chairman PERKINS. Do you feel that that has helped to bring cooperation on the set-aside?

Mr. VAN TRIES. Not only that. But if it hasn't it is going to. I think it is a big help. I guess really in the final analysis I guess the philosophy is there should be services available for every person.

This hasn't been totally accepted. But we have said that every individual has a right to earn a living. He has a right to learn to earn a living. It is not a privilege. It is his right. Personally I don't think there should be any tuition charged to anybody going to any institution, to any vocational institution, to learn to make a living. I just don't think it is right that we should charge them to do it.

We have got the choice. Either we try to help them learn to earn a living or we are going to support them the rest of their life, one of the two.

So I think the facilities should be there. I think the program should be there. I guess I would hope that someday it wouldn't be necessary to designate a set-aside and say that this is what has to be spent on these people because they have got a right to be served. I don't think it is a privilege.

Mr. STEIGER. Thank you, Mr. Chairman.

Mr. QUIE. We are going to cut you off now. Thanks for being with us. We appreciate your testimony.

Let me say to the rest of you that we usually start off taking more time with the first witness than we do anyone else and try to warm up with him.

If we take as long with the rest of you we will finish 26 hours from now. In Congress when we run overtime in a hearing there is always a chance to answer the bells for a vote on the floor and come over again to the committee room for the hearing.

But at 5 o'clock that airplane is leaving and everybody but myself is leaving town.

We have to have some consideration for each of the witnesses that are coming later.

Mr. MEEDS. When we finish maybe you will be leaving town too, Al.

Mr. QUIE. We enjoy working over the other person's table.

Thank you, Bob, we appreciate your being here.

The next person is going to be Dorothy Thompson, who is the Chairman of the Minnesota State Advisory Council on Vocational Education.

Dorothy, if you will come up here now?

Dorothy's testimony has not been handed out up here. As soon as that gets handed out to each of us—the rest of you when you come up here, just kind of beware that we may not have the testimony as of that time.

I should tell you that everybody up here is a speed reader. So you can give your testimony by just summarizing it. While you are summarizing it we can run through it fast. While each person is questioned we will be doing that.

Maybe we can finish all the witnesses by the end of the day.

Start out. Try to make the beginning and the end as close together as you can and say what you want to say.

[Prepared statement of Mrs. Thompson follows:]

PREPARED STATEMENT OF DOROTHY THOMPSON, CHAIRMAN, MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION, ST. PAUL, MINN.

SUMMARY

The Minnesota State Advisory Council for Vocational Education has prepared, and presents, this report as a statement of the effectiveness and responsiveness to the people needs in Minnesota of the provisions of PL 90–576, the Vocational Education Amendments of 1968, Public Law 92–318, Titles X and XII, the provision relating to providing Occupational Educational Services included in the "Educational Amendments Act of 1972".

The basis of this evaluation has been the series of questions suggested by the National Advisory Council for Vocational Education, in concert with other state advisory councils and, it is our understanding, in recognition of questions concerning the members of the United States Congress.

This Council has given the State Board of Vocational Education, Division of Vocational Technical Education; randomly selected local educational agencies; and other interested state agencies the opportunity to respond to specific issues raised by the questions. Our report includes a representation, by direct quote, of these views, particularly those of the state administrative agency.

One basic fact seems to represent a summary of the findings:

> The administration implementation of Public Law 90–576, in the State of Minnesota, does not conform to the Congressional mandate to provide a needs assessment and the pricing out of the costs of meeting the political commitment of the 1968 law to provide vocational education services based on the "needs, interests, and abilities of the individual" in light of "actual or anticipated job opportunities."

The Minnesota Council, since its inception, has been concerned about the adequacy of the data gathered and used for the purposes of planning, as well as resource allocation, both in terms of demonstrating the needs for federal and state funding and in the allocation of dollars.

The state administrative agency has readily acknowledged that it does not totally portray the demand for vocational educational services in Minnesota's annual and long-range plan submitted to the United States Office of Education, as required by PL 90-576, or in other concise published form. The continuing justification for this administrative position is a view that it does little good to document the needs for programs and/or additional resources beyond the actually anticipated level of funding available from federal, state, and/or local sources.

This Council views this attitude and management practice as contradictory not only to the mandates of 1968 law, but also to the functional need for additional documentation to justify additional appropriations, both by the United States Congress and the Minnesota State Legislature.

A secondary issue, this Council would identify, results from the mode of the management of the 1968 law: a perpetuation of the traditional use of federal vocational grants primarily for the purpose of maintaining the public system of vocational education:

> The administrative use of demographic data, program approvals, and criteria for personnel and related certification gives priority to the maintenance of the institutional setting, first at the post-secondary, then secondary, and finally, other program needs. This is rather than promoting program availability based on people needs, with particular emphasis on concentrations of educationally, economically, or socially disadvantaged persons and the handicapped.

This Council is of the view that, as a further result of this management philosophy and practice there has not been an identification of the service potential—or use—of private, non-governmental organizations, institutions, and agencies providing vocational educational services:

> The administrative consideration of the full use of private, as well as public, educational and non-educational facilities currently available to provide vocational education opportunities for the citizens of Minnesota will continue to be token as long as the available federal and state dollars will not fully meet the funding aspirations of Minnesota's public vocational education systems.

Finally, it is the summary view of this Council, based on the documentation presented by the responses to the questions, that the stated purpose of federal funding to assist in assuring accessible vocational education services for all citizens is not being achieved:

> Significant population groups, both in Minnesota's urban as well as rural areas, are not being adequately served with opportunities to attain salable job skills, especially those who are handicapped or economically, socially, or educationally disadvantaged.

RECOMMENDATIONS

The degree to which the commitments of the Congress, as expressed by PL 90-576, as well as PL 92-318, have failed to be fulfilled, is, in the view of this Council, because of a basic contradiction in the attitude of the executive branches at the Federal and state level, specifically the U. S. Commissioner of Education, the United States Office of Education, state boards of education, and state divisions of vocational education to ignore or violate the provisions of federal statutes without penalty.

> *Recommendation.* That the Congress reaffirm the commitment and responsibility as placed upon the executive branch of government to fulfill the provisions of educational laws and, further, provide an adequate mechanism for the citizens and/or any other interested organizations to use the judicial process to prosecute violations of federal law.

The Minnesota State Advisory Council is convinced that the will of the Congress, as expressed by the provisions of PL 90-576 and PL 92-318, represents an accurate statement of the demands of citizens of this nation, and particularly the taxpayers of Minnesota, for a performance accountability in the offering of vocational education services. Further, it is the view of this Council, that the members of the Legislature of the State of Minnesota equally, and as aggressively, hold the same views and are seeking to effect the same mandates, which have been presented by the Congress in these laws.

Contributing to this problem is the lack of an effective means of communication between the legislative branches at the federal and state levels. Any communication between the Congress and the Minnesota Legislature, as a practical matter, is effected through the federal and state executive branches, and conditioned by the philosophy, attitudes, and prejudices, of the executive branches:

> *Recommendation.* That the United States Congress explore a means of providing for a direct liaison with the Legislature of the State of Minnesota, and all other states, territories, and possessions.

This Council is aware and would point out, that there is a natural contradiction of responsibility when the administrative agency, faced with the normal constraints of available resources, is charged with the responsibility of defining a demand and costing-out services far beyond the actual or currently anticipated revenue resources:

> *Recommendation.* That revisions in PL 90–576 provide that the responsibility for identifying the total demand for vocational education services be assigned to an agency, possibly to the state legislative branch and/or its agents, without the day-to-day considerations of budgetary limitations, or management responsibility. The separation of the responsibility to measure the demands for services from the manager's day-to-day responsibilities to live within budgetary constraints can provide better information as a basis for legislative determination of priorities of allocation.

RESPONSES TO QUESTIONS REGARDING PUBLIC LAW 90–576

1. What amount of Federal funds has your State received in each of the last five years? If the full amount authorized had been appropriated, what amount would your State have received in each of the last five years?

	Received	Authorized
Fiscal year:		
1973 [1]		
1972	$8,834,384	$12,825,000
1971	7,679,335	10,025,000
1970	6,757,155	8,475,000
1969	5,084,132	5,325,000

[1] Figures for fiscal year 1973 were not available at the time of preparation of this report.

2. What are all the Federal, State, and local dollar expenditures for vocational education in each of the last five years?

	Federal	State and local [1]
Fiscal year:		
1972	$8,957,139	$47,461,176
1971	7,891,314	40,383,975
1970	6,367,259	31,295,892
1969	5,084,132	23,359,722

[1] These figures have been prepared from the official records and submitted by the Minnesota Department of Education, division of vocational education. This council has been informed that the accounting of local dollars is limited to those funds used in matching Federal and/or State moneys for vocational education programs; local dollar figures do not include, according to the division, any local expenditures for vocational education programs which are not directly identified as matching moneys to Federal and/or State vocational education support.

3. If funds were held over from year to year, why was this done?

The administrative agency's view of why funds have been held over is as follows:

"Federal funds have been held over every year. It is fortunate that the amendment allowing the carry-over of federal funds was passed. The delay by Congress in appropriating monies makes it nearly impossible to expend the funds within an appropriation year. In most instances, the appropriation has not been made until at least half way through the fiscal year. Not knowing the amount of money to be received makes it impossible to conduct programs that will expend the money in the last half of the fiscal year."

This Council concurs with the observations of the administrative agency:

The fact of congressional continuing resolution and/or actual appropriation well into a current fiscal year almost necessitates the option of carry-over funding. This Council would like to point out, however, that the fact of carry-over funds should not be misinterpreted as an indication that the State of Minnesota cannot use, and is not using, every penny of Federal dollars made available for vocational education purposes. Any time lag is due to mechanical process related to fiscal control to assure effective use of dollars.

4. What is the ratio of educators to non-educators on your council? Should this ratio be different? If so, how?

The ratio of educators to non-educators on the Minnesota State Advisory Council for Vocational Education for the past five years is as follows:

	Educators	Noneducators
1969	10	10
1970	15	13
1971	12	13
1972	16	13
1973	18	17

It is the judgment of this Council that the above ratio of educators to non-educators on our advisory Council is reflective of the categorical representation suggested under provisions of law.

The Council recommends that the law should provide for a 60-40 non-educator to educator ratio. Educators are a necessary part of advisory councils and supply an expertise and knowledge of the system that non-educators do not possess. However, greater representation should be accorded to non-educators who are not part of the system and can take a more objective view of education. Non-educators are not constrained, either overtly or covertly, in taking a position.

Even with a 60-40 proportion of non-educators on the Council, the problem of the availability of citizen members of the Council to attend meetings may still persist. Many non-educator Council members are unable to get time off from their jobs or are financially unable to afford the loss of wages for the hours they miss. In order to alleviate this problem, this Council recommends:

1. Federal appropriations should be adequate to provide for reimbursement to all Council members for out-of-pocket expenses incurred as a result of their attendance at any Council meeting, including reimbursement for loss of wages.
2. To insure geographic representation within a state, one non-educator Council member should be appointed from each Congressional district.

5. To what extent has your Council been consulted on vocational education policy in the state beyond the writing of the state plan? Please give examples.

The following is a list of specific, official requests received by the Council for advice on matters concerning the policy of vocational education beyond the writing of the annual state plan.

Request for Council to visit and make recommendations on improving services at the Blue Earth Vocational Center, Cambridge State Hospital, and the Red Lake Indian Reservation. Recommendations were forwarded to the Department of Education in a memo on March 31, 1971. 1/71.

Request for Council to participate in a hearing on the proposed alternatives affecting the governance of public post-secondary institutions in Minnesota. 2/12/70.

Request the Council review the total program of teacher education in the state. 1/14/71.

Request the Council review the legislative proposals and forward their reactions to the Governor's office. 2/11/71 and continuing.

Request Council to comment on the position paper of the State Board on Career Education. 2/10/72.

Request the Council undertake a study on the effect of tuition charges in AVTI's. 4/20/72.

Requested recommendations from the Council on the implementation of PL 92-318 in Minnesota. 10/12/72.

Requested by State Board to react to prepared statement of education philosophy, purposes and goal statement. 6/14/73.

It must be acknowledged that representatives of the administrative agencies representing vocational education have regularly attended Council meetings to make statements of current operation and management considerations and, as a result, they have had sufficient opportunity by virtue of on-going discussion to receive advice.

6. To what extent have the recommendations contained in your council's evaluation report been implemented? Please give examples.

This Council has had some difficulty with the practical application of the annual responsibility to prepare and submit to the United States Commissioner of Education, via the State Board of Education of an annual evaluation. Initial rules, and regulations established, as well as the language of the law, provided no mandate for the state administration to respond to, let alone implement, a recommendation. As a result, the first four statements (evaluations) prepared by the Minnesota State Advisory Council for Vocational Education were limited to providing a statement of need and recommendations in areas specifically within the purview of either the United States Commissioner of Education or the United States Congress. Included was a request that the approach demand that state plan be functional, not only as an actual statement of need.

With the change of rules and regulations by the Commissioner of Education two years ago, and the requirement of the State Board of Vocational Education to specifically react to the recommendations of the Council, the Minnesota evaluation statement has been directed specifically to issues within the competency of the state administration. These issues have not been responded to, other than by direct rejection, by the state administration.

Based on the rejection of the evaluation recommendations of this Council, as submitted to the USOE, with the Fiscal Plan for 1974 (dated June, 1973), this Council sought from representatives of the United States Commissioner of Education, Chicago Regional Office, a clarification.

Specific inquiry was made by this Council of a position formally expressed in the State Plan by the State Board. A recommendation by this Council that the planning document be improved to better define people needs was specifically rejected by the Board. The State Board's position was, and is:

"The U.S. Office of Education requirements for planning are excellent in theory. However, there is a deficiency in practice. The planning requirements are based on the anticipated receipt of federal dollars. Because there is literally no idea of the level of federal funding during the planning period, the planning process becomes unreal. The U.S. Office of Education requires that the State Plan be prepared in a mode of anticipated (unknown) funding.

"The law would imply that it is implicit that the state identify all possible vocational-technical education needs. However, to do so would expend considerable effort in identification without resources available to meet the needs. Therefore, the actual policy has been to allow the states to conduct planning within a real estimate of available resources. Thus, the result is in fact an understatement of the need, but yet one that is practical and usable.

"Similarly, the excess cost of providing vocational-technical education is difficult to gather with accuracy. Considerable research has been conducted in this area; and it has shown that, with the low level of federal funding, to accurately reflect its impact would cost more than the amount provided by the federal government. It is anticipated that estimators may be developed in this area that will provide for adequate consideration."

This Council, at a meeting with the Chicago Regional Office of the Commissioner of Education, asked for a reaction to the above statement by the Minnesota State Board of Vocational Education.

The USOE Regional Representative's response was that they generally referred to the State Plan as a planning document, and that they, "accept the law which says the State Plan is a planning document. Rules and Regulations, Section 103.31, says the plan is a detailed description of the State Plan which the Council has an input into. It spells out definitely that it is a short range and a long range plan. *Our answer to your question would be whatever is submitted to our office from the State is a plan from the State.* We see that document as a long range compilation. It is a State Plan which is put together at the state level with your support and sign on—for federal monies. After the Plan is approved and the budget is approved as to how to spend, then state and local dollars come as part of that Plan. Plan is inclusive of state, federal and local plans."

The Council asked if all state plans are the same.

USOE Regional Representative responded, "Guidelines are put together for all states to follow. States do have flexibility. Overall plans must include the same material and if it varies, then the state must say that they are not following the guidelines and give a reason. Part three—goals, objectives, dollars—that is a planned change but is tied to dollars. When that plan comes to our office, we are assuming the state has established priorities on spending money and we accept your decisions on how to spend dollars. We check very closely that dollars fall into each category of the law. The state establishes priorities within parts g, h, etc.—what portions will go to secondary, post-secondary, etc."

The Council asked what the reaction of the Regional Office was to the statement (that the plan is not really a plan).

USOE Regional Representative replied, "USOE cannot accept that statement. The statement is in error. We accept it as a planning document to us, signed by all state agencies."

The Council then asked if they (USOE) operate on the basis of assumption and if in fact the guidelines don't have any clout to assure a planning document as a planning document.

USOE Regional Representative responded, "We accept it as a plan. Our only concern is that the Council makes an evaluation and that the State Board has to reply . . . The Regional Office has no jurisdiction to see that the Board rejects or accepts the Council's recommendations. At the Regional level, we have no jurisdiction as far as councils are concerned. The Council report goes to Washington—not regionalized. It is still at the Central Office. We (at Regional Office) are told only that the Advisory Council has made a statement and the Board has replied."

This Council pointed out that the rules and regulations establish that the Commissioner shall determine to his own satisfaction that the State Board has adequately responded to the Evaluation Statement. The Council asked if this is done in Washington.

USOE Regional Representative replied, "You are putting us on the spot—it is supposed to be done in Washington."

This Council then asked if the responsibility to make a judgment has not been delegated to the Regional Office.

USOE Regional Representatives responded that, "The responsibility has not been delegated to the regional office. We only see that an evaluation has been submitted and that there is a response."

This Council asked if analyzing the substance of the plan was not the responsibility of the Regional Office.

USOE Regional Representative responded, "No, not right now."

This Council asked if the Regional Office—with responsibility of managing the law—does have any knowledge from Washington or Congress as to whether there is any concern of USOE in this particular value judgment on State Board versus Council positions.

USOE Regional Representative said, "We have not asked and have not had any input into what kind of an evaluation this should be. If it comes to the Regional Office, we do not receive guidelines (from Congress) to develop an evaluation of how Council recommendations have been accepted by the Board, working relationship. etc. . . . We are given the authority only to say, 'We have looked at Council's evaluation and Board's reply' . . . We have the procedure and have to go on assumptions that if there is a vast difference of opinion, at least in first instance of that ,there would be no posture on part of the Regional Office to give a decision. We would say 'settle yourself', State Board and Council."

Regional Representative continued, "As far as the Regional Office is concerned, we do not feel we are in a position to be dictating to state—they have to try and work out their own problems. At this point, I don't think at the national level there has ever been any question of State Plan as to evaluation and answers."

This Council noted that there is concern on the part of Congress in this area.

USOE Regional Representative replied, "If they (Congress) feel that law is not being fulfilled, then they will have to make the law stronger. If enough Councils across the nation say the USOE is not fulfilling the law, then legislation to change it should be made."

The Council asked if a state—whether in agreement with Council or not—is in violation of the law in submitting only a fiscal document.

USOE Regional Representative asked, "What do you mean by a fiscal document?"

This Council replied it was referring to the language used in the reply of the State Board of Vocational Education to the Council's 1972 Evaluation Statement.

USOE Regional Representative said, "The State Plan is not a fiscal document—it is more than a fiscal document. Their (the State Board) wording here that this is a fiscal document and not a plan is wrong. It is a plan. We accept it as a planning document and it meets the requirements."

The Council asked does the State Plan in fact comply with the law if the State is not responding on total expenditures of money for vocational education?

USOE Regional Representative said, "We have no way (of assuming) they aren't. If you know different then say so."

The Council inquired if the entire State Plan is subject to public hearings.

USOE Regional Representatives responded, "Yes."

The Council then asked if there is a difference of opinion between Council and State Board if the Regional Office doesn't try to see who is right or wrong? If State Board and Council still can't come to an agreement, what then?

USOE Regional Representative said "We assume agreement when you sign on. This may be a weakness of the law. Three state plans have not been approved because councils did not sign on . . . 46 state plans have been approved, seven are awaiting signature and three had not been approved by the Regional Offices."

This Council asked about the sign on and also the statement of points of disagreement as represented by an exhibit of the Annual Evaluation Statement and the State Board's responses to it.

USOE Regional Representative stated, "These are two different things. One is signature on the plan. We check to see if Evaluation Statement and reply are included (as exhibits). Reply could say we disagree. Different process than the signature of the Council itself."

USOE Regional Representative said, "Most other states sign on with a very simple statement—one sentence long . . . (referred to) unfortunate language saying it was in error stating a fiscal document only . . . (asked) if the Council gets an answer back from Washington when Council submits its evaluation report."

This Council said no.

The Council asked if the Regional Office receives the Evaluation Report.

USOE Regional Representative responded, "We receive a courtesy copy, athough sometimes we even have to ask for a copy."

Council asked if it would be consistent to have the responsibility to follow these points of law and managing at Regional Office.

USOE Regional Representative replied, "Yes. Regional Office has authority to approve State Plan and the only reason it is sent to Washington to be signed by the Commissioner. Normal and natural for Council to go through our office."

Council asked in the Regional reviewing of State Plan and in reading the response of State Board stating this was a fiscal document and does not represent all the activities of the state, does that not raise questions in terms of other responsibility in the Plan? If the State Board admits not putting all facts in document, what cause and effect does that have in terms of the regional review of the Plan?

USOE Regional Representative stated, "It does not talk about money here."

Council then quoted, "No question in our mind that plan information is inadequate . . ."

USOE Regional Representative responded, "The first two State Plans that came in (in 1969 and 1970) were thick because they had detailed demographic information. We said that part you need within the state for your own planning but we want a state summary—period. We were wading through page after page of detailed information which was summarized. It was difficult to get to the summary. We made the suggestion that as far as we were concerned, the state still had the essential information we wanted in the summary."

This Council noted receiving, in the spring of 1971, a specific response from the State Department referring to it as a fiscal document. Council also referred to PL 90-576, Section 123. The Council asked in fact the posture taken by the State Board in not presenting all information, does the Regional Office feel it is getting enough information to make a value judgment?

Regional Representative said, "Yes."

The Council asked if the USOE felt that there was needed a detailed plan within Minnesota responsive to these summary documents submitted.

USOE Regional Representative responded, "What should happen is that the State Plan should be put together after all information is received from all locales. Get all information from local LEA's and then out of that information, put it together and establish priorities. All local information cannot be put in the State Plan—too much. The labor figures and demographic statistics in most cases are obtained from larger areas (not be school districts), pooled together from local sources and come up to the district and is there put together in a State Plan."

This Council asked the Regional Office if the evaluation should address the lower level of information or address the State Plan.

USOE Regional Representative replied, "The Council has to evaluate whether education is meeting the needs of all people—going to have to filter back to local."

Council asked how the Regional Office sees its evaluation responsibility and ours (the Council).

USOE Regional Representative said their, "evaluation of programs really comes only at time of acceptance of Plan—we provide technical assistance, points of problem areas, etc. Unit audits (HEW) and if they (HEW) find something wrong then we (USOE Regional Office) make decisions to settle the audit. We (Regional Office) do not officially supervise or evaluate to that point."

This Council expressed a desire to understand its role in relationship with that of the Regional Office. It pointed out that it prepares a sign on statement, which indicates the degree to which this Council is in agreement with the State Plan, and an Evaluation Statement each fall. The State Board of Education reacts, but in the view of the Council, as far as the Regional Office or USOE is concerned there seems to be no concern about agreement.

The Council asked if they could interpret what the Regional Representatives were saying literally to say that their only concern is to receive evidence of the preparation of statements by the State Board and the Council.

The Regional Representative responded, "The only alternative the Council has is to review the State Plan and, if input doesn't go in, then refuse to sign it . . ." This is a red flag device (to the Regional Office).

The Council pointed out that under its understanding of the law, the fact that it has had an opportunity to express its opinions in making recommendations for inclusion in the State Plan in itself meets the requirement of provision of PL 90-576. As a result, the Council is concerned that a refusal to sign on simply because of a disagreement with the context of the plan—in response to the specific requirement of the law that the councils acknowledge whether or not they have been given an opportunity to be heard—would in fact be illegal.

USOE Regional Representative suggested, "There is a possibility that there needs to be further legislation."[1]

7. What alternatives to an annual evaluation report would be more effective than the present system? What actions have you taken to follow up recommendations not adopted? Please give details.

The effectiveness of the annual evaluation report and process really hinges on the necessity for the administrative agency and the Advisory Council to negotiate an agreement on differences of opinion expressed in the annual evaluation.

A partial answer to this question is reflected in our response to question No. 6, "To what extent have the recommendations contained in your Council's evaluation report been implemented? Please give examples."

The current evaluation by this Council is such because the United States Office of Education fails to assume its responsibility under the law to mandate that the State agency comply with the provisions of PL 90-576. Most, if not all objections expressed by this Council in its annual evaluation report, have centered on areas where this Council perceives an overt decision by the State administrative agency to ignore the intent, if not the concrete provisions, of the law.

The assumption by the United States Office of Education of its responsibility as established under the law would make the evaluation process more functional and effective. Beyond that, the Congress might, responsive to a sensitive State's rights issue, provide in law that the governor of a State certify a review and adjudication, if and when, an advisory council identifies a serious deficiency and an inability to reach a reasonable agreement with the administrative agency.

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[1] Taken from the transcript of the October 4, 1973 meeting with the Evaluation Input Committee of the Council and the Chicago Regional Office of USOE, 3:30 p.m., Council office, St. Paul, Minn.

Further, recognizing that in some instances governors may not wish to act in such a judicial process, the Congress might provide, as an option to the governors, for the establishment of a third party arbitration board which could be available to the governor, the advisory council, and/or administrative agency in the individual states in order to provide a solution to deficiencies identified through evaluation. Such a board might be membered by representatives of other advisory councils, other administrative agencies, and/or knowledgeable, but disinterested third parties.

8. Have you found that other agencies (e.g. LEA's, public, private schools, post-secondary institutions) desire to use the council as a resource? Please give examples of services provided.

This Council has found, on numerous occasions, that its services have been requested by local educational agencies and/or other groups concerned with the availability of educational—vocational services in Minnesota.

For example, in January of 1973, a group of parents of mentally retarded citizens and/or non-governmental, non-profit agencies providing "Work Activity" services for the mentally retarded were notified of a termination of vocational education monies for the support of these work activity programs. The Council was asked and attempted to serve as an "amicus curiae" between the parent and agencies group, the Division of Vocational Education, the State Board of Education, and the Governor's Office. Unfortunately, the interests of the parents and agencies were not satisfied and the issue is currently before the United States Federal District Court in St. Paul, Minnesota.

Individual local agencies have contacted and discussed with this Council concerns about specific commitments of the annual state plan for vocational education and/or rules and regulations which impose upon school districts, as a condition of receiving Federal or State monies, conditions which seemingly contradict the local LEA's needs and/or the needs of the citizens. Such State requirements have included complaints about criteria for curriculum, which reflect a metropolitan union-oriented work force (apprentice-oriented) demand for rural areas where the extension of unions or minimum standards imposed on an urban metropolitan center seem unnecessary or impractical.

Another example was the contradiction between a State over supply of some professions in certain areas (practical nurses) as an obstacle for local program approval in an area where a severe shortage and need for practical nurses is compounded by the inability to attract to that area persons with those skills.

This Council has also been used by the Minnesota Legislature as a third party interpreter of needs of vocational education during the 1973 regular session of the Legislature. For instance, this Council served as an influence to get an additional four million dollars appropriated for vocational education based on calling attention to the disparities between the funds to be appropriated in final bill being considered by the Legislature, and the Governor's recommended budget for vocational institutions and non-vocational institutes.

9. Is your council able to function as the independent and autonomous agency the law and regulations require? Are there practices in your State that impede this?

Current Minnesota Statutes constrain the activity of the Council only to the extent of the limitations placed on the ability of the Council to reimburse members for expenses. Specifically, as an example, since most members of the Council are employed, there is a great benefit in having meetings at the lunch hour when individuals are available to get away from work for Council activity. Current Minnesota rules, regulations, and laws prohibit the reimbursement of individuals for luncheons unless such individuals are required to stay over night in an out-of-town setting.

10. Are there problems in your State with the definitions provided in section 108? If so, what changes should be made, and why?

No.

11. To what extent does the State board use private vocational training institutions? Please give data year by year.

The position of the state administrative agency is:

"The State Board does not individually contract with private vocational training institutions. Individual districts conducting vocational-technical training classes are allowed to contract with private institutions. Where economics and quality programming can be obtained through private institutions, the local districts are encouraged to participate. Because this is a local decision, the private institutional activity does not appear in the federal reports. In those programs where the Division has had a more direct involvement, such as MDTA, private contracting has been more pronounced."

This Council, in order to respond to this question, asked the Minnesota Association of Private Trade Schools to record their experience level. The following tables suggest their responses, which also provides a comparison of private vocational program use by vocational education, vocational rehabilitation, manpower development training, and other related programs:

USE OF PRIVATE TRADE SCHOOLS BY STATE ADMINISTRATIVE AGENCIES GROUPS CONTRACTING WITH PRIVATE TRADE SCHOOLS

All school total	Vocational education [1]	VR	MDT	Other
1969	0	13	15	108
1970	0	10	15	40
1971	0	12	15	43
1972	0	47	22	47
1973	0	47	14	24
Grand total of students [2]	0	170	176	306

[1] Through local education agencies or State contracts

[2] Some school responses indicated totals that were not distributed by year.

12. What has been the allocation of resources, in total dollars and in percentage of all vocational education dollars spent in your state, for each of the purposes under Section 122 for each of the last five years?

	Federal	Percent	State and local [1]	Percent
FISCAL YEAR 1972				
Total	$8,957,139		$47,461,176	
1. Secondary	712,044	8.0	11,486,201	24.0
2. Postsecondary	1,721,466	19.0	24,161,213	51.0
3. Adult	270,515	3.0	3,401,940	7.0
4. (a) Disadvantaged	1,244,947	14.0	551,589	1.0
(b) Handicapped	740,218	8.0	147,474	.3
5. Construction	2,526,262	28.0	2,526,262	5.0
6. Guidance and counseling	135,326	2.0	676,137	1.0
7. Counseling instruction	0	0	0	0
8. Ancillary service	2,144,772	24.0	4,098,474	9.0
FISCAL YEAR 1971				
Total	7,391,314		40,383,975	
1. Secondary	94,942	1.0	8,938,642	22.0
2. Postsecondary	2,149,003	27.0	22,174,220	56.0
3. Adult	172,968	2.0	2,573,417	6.0
4. (a) Disadvantaged	1,123,142	14.0	288,718	1.0
(b) Handicapped	582,190	7.0	40,796	.1
5. Construction	1,970,000	25.0	1,970,000	5.0
6. Guidance and counseling	45,363	.6	17,445	.04
7. Counseling instruction	0	0	0	0
8. Ancillary service	1,394,939	18.0	4,092,240	10.0
FISCAL YEAR 1970				
Total	6,367,259		31,295,892	
1. Secondary	354,903	6.0	6,556,818	21.0
2. Postsecondary	1,361,394	21.0	13,685,787	44.0
3. Adult	91,933	1.0	2,053,493	7.0
4. (a) Disadvantaged	687,917	11.0	577,625	2.0
(b) Handicapped	556,876	9.0	301,985	1.0
5. Construction	1,905,262	30.0	1,905,262	6.0
6. Guidance and Counseling	260,341	4.0	260,341	1.0
7. Counseling instruction	0	0	0	0
8. Ancillary service	288,952	5.0	2,437,813	8.0

[1] Figures do not include non-matched local funds.

Note.—At the time of the preparation of this testimony, break-down figures for fiscal year 1969 were not available. Fiscal year 1969 figures were not divided into section 122 categories.

13. Are there problems with the definitions of post-secondary education, adult education, or other terms in your State? If so, how should they be changed, and why?

No.

14. Are the definitions of handicapped and disadvantaged used in your State adequate? If not, how should they be changed, and why?

Based on this Council's experience, the problem does not seem to center on the definition of the handicapped and disadvantaged. The basic issue would seem to be the extent of the ethical, legal, as well as monetary, responsibility to serve this class of citizen.

The administrative agency's answer to this question is:

"Yes. The State of Minnesota used the grid developed by the U.S. Office of Education in determining disadvantaged. We use the same criteria as Special Education in identifying handicapped. However, the person is not disadvantaged or handicapped unless he/she cannot compete in regular vocational education and needs supportive help or a special program."

The Division of Vocational Rehabilitation, although it has no definition for the disadvantaged, did submit the following definition for handicapped:

"(1) Any individual who has a physical or mental disability and a substantial handicap to employment which is of such a nature that vocational rehabilitation services may reasonably be expected to render him fit to engage in a gainful occupation including a gainful occupation which is more consistent with his capacities and abilities.

"(2) Any individual who has a physical or mental disability and a substantial handicap to employment for whom vocational rehabilitation services are necessary for the purpose of extended evaluation to determine rehabilitation potential."

The Department of Manpower Services has submitted the following definitions:

"A disadvantaged individual, for Manpower Program purposes, is a poor person who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority, (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped.

"Although some sort of basic definition is undoubtedly required to provide guidelines, we do have objections to this definition.

"Our main objection of the definition is that it does not allow sufficient flexibility to permit inclusion of persons who of right should be considered disadvantaged so that they may be aided by Manpower programs. Many of these persons are technically not eligible within the definition. We feel that this objection could be overcome by building a waiver system into the criteria for selection. This would allow related factors to temper the strict limits of the definition. Such items as the existence of substantial debts, lack of financial reserves, prospects for employment, etc., could then be considered in determining disadvantaged status."

All applicants of the Manpower Program are identified as "handicapped" who:

"(1) Have a condition which is included in a list of 66 specific disabilities.

"(2) Have a service-connected disability rated 10 percent or more by the Veterans Administration or which Resulted in Retirement from the Service.

"(3) Have any other physical, mental, or emotional disability which:

"(a) Requires the applicant to modify or change his occupation.

"(b) Makes it difficult for the applicant to get employer acceptance for suitable work.

"(c) Requires special consideration to prevent the applicant from undertaking work likely to aggravate the disability; or cause him to jeopardize the health or safety of others.

"(d) Restricts the opportunities of an experienced handicapped applicant for entering industry, trade, or profession.

"(e) Indicates that the handicapped job seeker can improve his employability through the use of the adjustment service of another agency.

"This definition appears to be very adequate and much more usable than others currently in use. Many definitions are very vague or subjective. In their effort to achieve brevity they have lost the specific guidelines which are necessary if there is to be uniform identification. These guidelines are especially important to assure that all who might benefit from services available are identified and considered for them.

"Definitions such as 'Disability' means a mental or physical condition which constitutes a handicap are not only subjective but vague. Statements of this type may be acceptable for general discussion purposes; however, they do not provide sufficient information for making uniform identification and statistical reports of agency activities."

Lastly, the definition according to Minnesota Statute 120.03 is as follows:

"Subdivision 1. Every child who is deaf, hard of hearing, blind, partially seeing, crippled or who has defective speech or who is otherwise physically impaired in body or limb so that he needs special instruction and services, but who is educable, as determined by the standards of the state board is a handicapped child.

"Subdivision 2. Every child who is mentally retarded in such degree that he needs special instruction and services, but who is educable as determined by the standards of the state board, is a handicapped child.

"Subdivision 3. Every child who by reason of an emotional disturbance or a special behavior problem needs special instruction and services but who is educable, as determined by the standards of the state board is a handicapped child.

"Subdivision 4. Every child who is mentally retarded in such degree that he requires special training and services and who is trainable as defined by standards of the state board is a trainable handicapped child."

15. Are 10 percent for handicapped and 15 percent for disadvantaged adequate in relation to need? Please document.

The answer from the administrative agency is:

"It is impossible to document such a need. I am sure studies will show that a large number of high school students are deficient in math and communications skills which would be a detriment for a student to succeed in regular vocational education. However, there is no way for us to know that they are special needs students until they enroll in a vocational education course."

From the standpoint of this Council, the deficiency in the planning process to provide a clear-cut definition of the need for services by all categories of individuals seeking vocational education makes it impossible to document that the set asides are not adequate, other than by individual requests for service heard by this Council from groups representing the handicapped and disadvantaged which go unanswered. The extent of the severity of this problem is already reflected in a class action suit in U.S. Federal District Court, St. Paul, Minnesota.

16. Are the set-asides used as maximum allocations rather than minimums in your State?

For all practical purposes, the set-aside of funding monies represent a maximum effort by the state rather than a minimum effort. This Council would call your attention to the expenditure ratios of federal versus state and local dollars in the charts responsive to Question No. 12, Pages 13 and 14.

17. Is there maintenance of local effort in programs for the handicapped and disadvantaged?

The statistical response to this question provided this Council by the state administrative agency is as follows:

"Yes. Last year with the expenditure of $2,153,390 of special needs monies, $3,506,897 was generated by state and local funds."

This Council, however, has had called to its attention examples where the depletion of federal funding for programs of the handicapped have resulted in their termination. In addition, review of the statistical charts reflecting the expenditures of vocational education monies in the past five years, as provided by PL 90–576, gives evidence as to the affective maintenance of local effort in programs such as those of the handicapped and disadvantaged versus other program areas where the local and state support is equivalent to 75 percent of the program dollars spent. (See charts responsive to Question No. 12, Pages 13 and 14.)

18. What would it take to meet the vocational education needs of the handicapped and disadvantaged in your State?

The State of Minnesota, in a deposition filed in Federal District Court responsive to a citizen's suit demanding training services for handicapped people, has responded to Paragraph Six of the Complaint, dated May 2, 1973, "The class so defined as to Donnelly may number as many as 3,000 citizens, and as to Bakken, as many as 1800 citizens. The precise number is within the knowledge of defendants and its formulation must await discovery and hearing." by citing in their Answer of all Defendants, dated May 23, 1973, the following:

"Allege that they are without knowledge or information sufficient to form a belief as to the truth of Paragraph Six of the Complaint, except deny that the precise number of members of the alleged classes is within the knowledge of defendants."

The direct response to this question by the state administrative agency for the purpose of this Congressional Oversight Report is:

"I am convinced that doubling the set-aside funds would still not take care of the needs. Our greatest need is in the area of inservice to regular vocational education instructors so that they will address themselves to the individual needs of all students. When this is complete, there will no longer be a need for special needs money."

19. Is consultation with the advisory council adequate? What changes should be made?

Generally speaking, the answer to this question is no. From the view of an advisory council, the problem stems from the interpretation of the language of the law by the state administrative agency. Even the opportunity for a Council to participate in a series of meeting for the purposes of discussing the state plan is of little value if, after all discussion, all recommendations and requests of the Council are rejected or ignored. (See response to Question No. 6.)

The answer to the question of what changes should be made is contingent on the Congressional desire to provide "muscle" for an advisory council's participation in the planning process. This question can only be answered by further determination of Congressional intent as suggested by the term "advisory council" and the language of PL 90–576.

20. Does the public hearing make a substantive contribution to the planning process? What changes would you suggest and why?

No. The conditions of administrative procedures established by Minnesota statutes, the current practice in relationship to the timing of the preparation and submission of the state plan to the United States Office of Education, and in the sheer volume and complexity of the plan—which is normally subjected to an annual hearing of less than one-half of a working day—provide, at the most, suggestions for consideration in the preparation of state plans for the ensuing, but not that planning period.

Changes that might improve the public participation in the preparation of the state plan would include a mandate that each state plan be prepared as the result of the submission by each local education agency of a service demand and program budget cost proposal. Perhaps each of these local plans should be an appendix exhibit to the state plan and with the requirement of adequate local hearings prior to a local education agency's adoption and submission of such vocational technical service plans. (See 1973 Public Report.)

21. What effect do the regulations, guidelines, and management practices of USOE and the regional offices have on the planning process in your state? If there are problems, please give examples.

The affect of USOE requirements on planning would seem to contradict the concept of people needs assessments. This is suggested in the state administrative agency's answer:

"There is no question in our minds that the Plan information is inadequate for an accurate judgment in regard to the goals and priorities established within the plan. The Plan is also totally inadequate in communicating the accomplishments of vocational-technical education services to the state. The lack of specific documentation and detailed informtion is by intent. The Plan is prepared to the precise guidelines defined by the U.S. Office of Education. It is our aspiration to provide the U.S. Office of Education with sufficient information to obtain their approval of the State Plan." (See response to Question No. 6.)

22. Do OE requirements result in an understatement of the needs and of the resources that would be required to meet those needs?

This Council's response to the question is yes. That is an understatement. This is admitted by the state administrative agency.

"The law would imply that it is implicit that the state identify all possible vocational-technical education needs. However, to do so would expend considerable effort in identification without resources available to meet the needs. Therefore, the actual policy has been to allow the states to conduct planning within a real estimate of available resources. Thus, the result is in fact an understatement of the need, but yet one that is practical and usable."

23. Is the planning process inhibited by a lack of adequate data?

The state administrative agency's response to this question is:

"The statement that inadequate data exists for planning is generally a diversionary tactic in the planning process. Those opposing the plans will request an increased amount of data and, when confronted with it, would probably not change their position. An enormous amount of data is presently available to educators. However, most are reluctant to expend the energy to pursue the data for their decision-making. Tradition and fear of change are more inhibiting to the planning process than available data. These statements are less true in long range planning. No agency or individual has yet devised a crystal ball that is accurate in predicting manpower supply and demand. However, the estimators devised for the Division have thus far been successful."

This Council has experienced difficulty with data, as presented in the annual state plan, because it does not accurately reflect the real needs of groups of citizens. By virtue of demographic grouping into population units too large to provide relevant data, our Council is concerned that the State Plan does not adequately reflect the real needs.

24. What forward funding procedures would permit federal dollars to be used most efficiently?

The Congressional enactment of the Tydings Amendment, providing authority for the carry-over of one fiscal year of unspent monies, has perhaps been the most effective tool for efficient use of federal dollars. The normal funding process by the United States Congress, which sees the finalization of appropriations delayed well into the fiscal year for which funding is being established necessitates the Tydings provision. Recognizing the limit placed on the ability of the United States Congress to appropriate too far in advance, it is still the view of this Council that the final appropriation and notification to the states should be no later than six months prior to the start of any given fiscal year. (No later than December 31, 1974, for programs beginning July 1, 1975.)

Further, this ~~Council~~ would suggest that a closer alignment of appropriation patterns to the authorizations under law would also provide a general guidance for states and local education agencies in responding to national public policy and the commitment to serve our citizens. In states like Minnesota where vocational services are being switched from a reimbursement to a current funding basis, such forward funding commitments are essential.

25. Is data accessible to the advisory council to allow you to compare goals as stated in the state plan with actual accomplishments? What changes are necessary?

Yes and no. A statistical review of the performance of vocational education in Minnesota suggests a fine record in accomplishing the goals stated in each annual state plan. This does not satisfy questions that this Council has as to the validity of establishing state goals as they relate to the specific needs of the people. The issue remains whether state plan goals are presented to assure a good achievement record and whether they are sensitive to the needs of our state.

26. In your State, what type of consideration is given to parts A, B, C, and D?

The state administrative agency's response to this question is:

"Regular Part B funds are used predominantly for postsecondary vocational-technical education. All students in the state have access to these institutions and, therefore, the state constitutes a single region. Matching fund formulas within a state such as Minnesota is more costly in accounting than in providing the intent of the legislation. Also, the foundation aid formula in the elementary/secondary schools presently exceeds 75 percent, which negates the ability to pay factor in relation to the level of federal funding.

"The concept of local manpower requirements is almost a folly when related to over 430 school districts. The state has two very generalizable economic areas—its metropolitan industrialized area and its outstate rural communities. Considerable data is drawn by the state educational systems in attempts to identify manpower needs. These efforts have been somewhat meager, but sufficient to provide a sound planning base within the vocational-technical systems.

"Similarly, the excess cost of providing vocational-technical education is difficult to gather with accuracy. Considerable research has been conducted in this area; and it has shown that, with the low level of federal funding, to accurately reflect its impact would cost more than the amount provided by the federal government. It is anticipated that estimators may be developed in this area that will provide for adequate consideration."

This Council has had a continuing concern over the application of demographic data as a means of documenting varying factors. This concern by the Council is suggested by the state administrative agency's response.

As our Council pointed out in its 1972 Evaluation Statement, "The demographic data contained in Table II, Part II of the State Plan does not reflect the nature of need. The summarization of the information presented is misleading in that it does not reflect the range that exists using smaller geographic units." Our Council has held and expressed similar concerns in 1973, not only in the context of Table II, but in Table III also.

27. Is there a problem of demographic data not accurately reflecting need? If so, please give examples.

Yes. (See response to the preceding question.)

28. Are there instances in your state where LEA's were constrained in establishing needed vocational education programs because the state required them to raise funds that the LEA could not in fact raise? Please give details.

This Council has almost annually received expressions of inquiry and concern from local education agencies centering on this question. Indicative of the problem is the following quotation from a LEA:

"Yes; the policy of full funding for special needs programs was helpful. However, the practice of decreasing the rate of reimbursement each year to a point where the rate is below that for regular programs has caused this school system to 'shy away' from these opportunities. Also, the proposal for current funding will preclude initiation of new programs at the post-secondary level in fiscal year 1975; because we are locked into the previous year's funding pattern which depends in part on reimbursement for program expansion."

29. Are the minimum personnel requirements in your state realistic? What changes should be made, and why?

This Council has had some concern about the character of minimum personnel requirements as defined in the State Plans. With an over supply of educators with graduate degrees and/or pressures from institutions producing teachers to provide more jobs for baccalaureate educators, there has been a tendency to demand higher and higher degree credentials in such standards.

Further, as one LEA has indicated:

"State-wide formulae for staffing fail to recognize differences in requirements of old versus new buildings (custodial), downtown versus out-of-town locations (administrative-control), large versus small systems in purchasing, staffing (clerical), etc."

30. Do vocational education planners receive adequate data from the employment services? Are there obstacles to cooperation? Please give examples.

The state administrative agency's view of the information received from state employment is:

"Within the specifics required in the State Plan, employment service data is not utilized. In general it is not available, and what data is available is generally inadequate and invalid. The employment service is not sufficiently staffed to meet its obligation in reporting this data to the Department of Education. Their long range projections within gross categories of employment are utilized and have proven to be excellent indicators. Specific employment area projections are generated by the Division of Vocational-Technical Education. Such data is annually reviewed with favorable comment by the Department of Manpower Services."

From the view of two local agency educators, the following comments have been received:

"Employment service data are as complete as they can make it. However, several large companies handle their own employment, as do most of the unions. This is more typical in the large urban area than out-of-state."

"To some extent, information available from the employment service is very useful. The current employment status does give some analysis of the current employment market; however, their data lacks quantitative and qualitative information on programs for the preparation of workers. I would think business and industry could be better utilized in forecasting employment needs if they were more willing to share this information with vocational institutions.

"Any obstacle that inhibits cooperation will probably be a result of agencies identity and ego rather than the unwillingness to share. For example, the employment services are willing to share their job vacancy information more readily if they receive the credit for placement."

This Council has discussed the reliability of information on employment trends as the basis for long range planning to meet job market demands. The requests received by the employment services at any given point in time do not necessarily anticipate labor-supply demand for one, two, three, or four years hence, which this Council understands are the basis for job market demand information.

The Council has also been alerted to the tendency by industries to look at the projected labor needs information as confidential, with a fear that any revelation of this information, even to affect better delivery of its training services, will result in a potential danger.

31. What obstacles stand in the way of cooperation among agencies in the area of economic development? What changes should be made?

This question represents an expansion of the preceding question. Generally speaking, in Minnesota the agency responsible for promoting economic development both at the state and local level have relied very heavily on the training centers and vocational schools in Minnesota as a tool for attracting and/or expanding business. Such cooperation need only be perpetuated.

32. What are the federal, state, and local dollar expenditures for vocational education in each of the last five years?

(Refer to the statistical breakdown of expenditures in Question No. 2, "What are all the Federal, State, and Local Dollar expenditures for Vocational Education in each of the last five years?"

33. Extrapolating from the last five years, how long will it be before your state can furnish vocational education to all persons in all communities of the state?

The administrative agency's view of this question is:

"This statement would imply that all persons need vocational-technical education. At the present time, we believe we are unable to serve all individuals who request vocational-technical education. This is particularly pronounced in the post-secondary programs. An extrapolation of our expansion over the last five years would find us able to serve the present level of request by 1980. However, such an extrapolation would not be an intelligent one in view of the present financial status of the state and federal governments. Also, once the persons requesting service are served, there are undoubtedly many who could benefit but will never make a request."

This Council's view is that there is a contradiction when an administrative agency, constrained by practical budgetary considerations, is asked to do a market study which will accurately define what is needed and how much it will cost to provide educational services "to all persons in all communities of the state". There is a need for the Congress to address itself to this problem and give emphasis, to the extent it desires, to see that state plans for vocational education represent a true statement of needs, both in terms of dollars and programs versus the state plan as a fiscal voucher describing a demand approximating federal dollars which will be available.

It might be added that attainment of the political commitment of PL 90–576 (to provide vocational education for all Americans) will be possible only when a clearer definition is given to the cost of meeting the public policy, a cost which is now not reflected in the annual state plans for vocational education.

34. After two years of experimenting with a new Table III, are you satisfied with the way it is used by the State Board and with the review and approval process of USOE? If not, what changes would you recommend, and why?

No. This Council is convinced that, as stated in its 1973 Evaluation Statement:

"The projections of enrollment contained in Table III do not address the issue of equitable distribution across the state in accordance with the distribution of the needs of the population.

"There is no discernable linkage between the goals described in Table III and the needs identified in Tables I and II."

See response to Question No. 6.

Needed is a clarification by the Congress of its desire, as a mandate to the United States Office of Education, to receive data accurately which would document the specifics responsive to such groups as the handicapped and disadvantaged and existing cost, etc.

If the use of a Table III approach is to be continued, it would be suggested that the program activities be presented against a comparative statement of demand.

35. Has this provision resulted in the exclusion of the mentally retarded, educationally disadvantaged, or the handicapped from programs? Please give specific examples.

The use of federal definition of minimum set asides for the handicapped has resulted in a justification by the state for limiting its maximum to that minimally funded by federal dollars.

36. How effective has the review and approval role of USOE been? If there have been problems, please give examples.

From the viewpoint of this Council, not at all. See the response to Question No. 6.

37. In cases in which the State Board has declined to implement recommendations of your Council, without adequate documentations, has the Commissioner of education adjudicated the matter? In such an event, was the adjudication to your satisfaction?

No.

38. Has any local agency found it necessary to request a review? Please give details.

Yes. The following is an answer from a LEA in response to this question:

"Yes; frequently the perceived needs in inner city schools do not correspond with programs developed on a state-wide basis by state staff. This applies also to certification requirements which do not discriminate between those who can and those who cannot teach in an inner-city setting."

39. Are exemplary programs directed at the needs of your state; What changes would you recommend, and why?

The administrative agency's view of its approach to exemplary program monies is:

"The priorities for research and exemplary expenditures are established by a state-wide committee. The areas of need are prioritized by the committee and project funding made in line with areas of highest priority. The system is efficient and, in our opinion, one of the more objective approaches to the distribution of research and exemplary funds. The Council is represented on our committee."

This Council has on occasion raised the question as to whether or not the completion of an exemplary program, in itself, represents effective use of public dollars unless such programs are not expanded and perpetuated into the normal main stream of operational activity.

40. Is there an adequate system for the dissemination of the findings of research and exemplary programs in your state?

The administrative agency states:

"Through the efforts of the Research Coordinating Unit, Research and exemplary results have been distributed quite comprehensively. Of greater importance is the need for follow through in providing assistance in implementing and utilizing the findings. Neither the Division nor the Research Coordinating Unit is sufficiently staffed to make this possible."

41. Does the board of education offer financial or other incentives to local school districts to implement programs which have proved successful as exemplary projects?

The administrative agency suggests:

"There has not been a consistent incentive policy in utilizing project results. In several instances, however, particularly in the areas of disadvantaged and handicapped, financial incentives have been offered to encourage schools to implement proven programs."

From the view of LEA's, one responds:

"If you refer to the State Board of Education, I would say no, in that exemplary projects by their nature have been successful because they have had funding support. The State Board would assume that if they are successful, then schools would automatically allocate funds for a similar project and outside funding would no longer be necessary.

"The Local Board of Education, particularly those that have a strong commitment or an advocate in the structure for vocational education, usually utilize exemplary projects. Examples: Our own district has developed concepts such as alternative learning programs and a career center as a result of seeing similar activities prove successful elsewhere. The financial support for these activities have the same good fortune that we have had with local support for vocational education."

Another LEA responds:

"Yes. Programs piloted in the cities generally transplant well to any setting. Work Experience Career Explorations Program is one example. However, in order to generate the funds for replication of the Work Experience Career Exploration Program in suburban and out-of-state districts, the rate of reimbursement for WECEP has been cut from 80% to 33% below the support provided in a core city. Conversely, programs piloted in out-of-state districts do not function well financially or in programs in large urban areas which brings us back to the question, 'Are there instances in your State where LEA's were constrained in establishing needed vocational education programs because the State required them to raise funds that the LEA could not in fact raise?' "

42. With the decline of Job Corps, is there now a need for residential programs in your state? Please give examples.

The Minnesota Department of Employment Services, which has had the operational responsibility for providing and identifying persons to serve in the Job Corps, reflects the relationship of the Job Corps activity and the need for residential programs as follows:

"With the decline of Job Corps leaves a false impression of the true state of Job Corps in Minnesota.

"One of Job Corps' most valuable accomplishments is its remedial education system. This system is a learner-centered self-paced educational process which is integrated with vocational training resulting in a flexible and meaningful experience for the corps member. It is capable of dealing with beginning readers on up through all levels of reading.

"Its vocational training has improved yearly. Many of the vocational courses are taught by union craftsmen. Upon completion of such courses, corpsmembers, if willing to relocate, are practically assured apprenticeship placement.

"Job Corps' uniqueness is its residential feature which provides a new atmosphere in which to learn and progress. In many cases, the residential feature was the number one need of the enrollees.

"With cutbacks in other manpower training programs, there are less opportunities for youth. Many of the Minnesota applicants are those who have been unable to enroll in other programs—the creaming process.

"Enrollment activity in Minnesota during the first half of FY '74 has doubled from the first half of FY '73.

"Placement of Job Corps returnees has increased steadily over the past several years. For the first quarter of FY '74, 93 percent of all returnees nationally were placed—72 percent in jobs. In Minnesota in the last calendar year, 87 percent of those completing Job Corps training were placed in jobs.

"The need for a residential program remains. Examples of kinds of applicant needs not met by other training programs are: an applicant who has no home; an applicant for whom it is deemed inappropriate or undesirable to have the youth be kept in the home or community; youth who lack transportation to other training programs; and those youth who lack the minimum education to qualify for other training programs. Job Corps, as it is now, is meeting needs of many of these youth.

"In terms of residential training programs, there is an unmet need among those whose income does not fall below the poverty criteria. This unmet need could easily be handled by Job Corps if its entry requirements as regards income were liberalized."

The administrative agency states:

"There is possibly a need for a residential vocational-technical facility in the State of Minnesota. However, no substantive research has been conducted in this area. The existing economic pressures are such that to pursue exploration in this area would seem to be a potential disappointment."

This council has been, and is concerned, over the relationship of basic skills—such as the ability to use computational skills, to read, and to get along with other individuals—necessary requisites to the specific responsibility of vocational education to provide job skills. Too often there seems to be an assumption that vocational education will serve as a "cure-all" to provide remedial services, as well as marketable job skills. The Job Corps has served as one means of relieving such pressures on vocational education by providing the supportive educational services that must pre-date or go hand-in-hand with job skill training.

43. How is the one-third mandated for the disadvantaged being used?

The administrative agency answers:

"The funds are being used for two types of programs, consumer and homemaking classes for low income adults and basic living classes for mentally retarded adults. The consumer and homemaking classes served 5,000 adults and about 500 mentally retarded were helped to become more self-sufficient in FY '73.

"These funds have been used primarily for adults because there isn't a tax basis within most communities to fund educational programs for disadvantaged adults."

44. Have separate parts C through I helped or hindered the development of vocational education in your state?

The administrative agency's view is:

"The mandatory set-asides have made considerable contribution. Most significant contributions have been in the areas of research, exemplary programs, and work study. The consumer homemaking and cooperative education funds have not made as much visible impact because these programs were soundly established components of vocational-technical education in Minnesota prior to the 1968 amendments. Therefore, they have been less visible. In all instances, the level of funding has prevented the actual accomplishments intended by the original legislation."

This Council believes that the categorical designations C through I have been helpful and are necessary. It should be pointed out that federal participation in vocational education programs in Minnesota traditionally, by virtue of specific identification, has helped to promote services to people groups or in program areas which would otherwise be totally ignored or receive only token consideration.

45. Could some, or all, of those categories be effectively consolidated into a single bloc grant for vocational education?

No, not until such time as there is adequate implementation of the concept of local planning to meet people needs. (See Question No. 26.)

46. Will there still be a need for State plans if there is consolidation? If so, do present State plan requirements need strengthening?

It would seem that federal funds have served as an instrument to meet unmet needs and/or as a catalyst for generating state and/or local support in program areas. This Council is concerned that the current management structure in education in the State of Minnesota continues to give heavy emphasis, particularly in secondary program areas and in the direction of post-secondary programs to the traditional academic predominance, when in fact, an accurate reflection of the job needs suggests that less than 20 percent of our population will pursue careers which require a baccalaureate or better degree. The requirement of an "equal footing" for occupational versus academic education as suggested by the concept of PL 92-318, Title X, B, reflects the need for a practical redirection of the current approach to education not only in Minnesota but in the United States. Unless some other mechanism can be provided to safeguard and assure the availability of occupational training programs responsive to individual needs, state plans will need to be perpetuated.

The concern of this Council is reflected in the administrative agency's position:

"It is anticipated that a state plan would always be a necessity regardless of the funding distribution method. At the present time the vocational-technical program is predominantly state funded, and for the receipt of the state funds a program budget is prepared on a biennial basis. The program budget is similar in content to that of a state plan, with the exception of the administrative procedures of Part I. Present state plan requirements are sufficiently strong for the utilized purpose, which is justifying the need for federal funds and portraying the state level objectives to be accomplished during the ensuing year. Strengthening in this context would probably result in additional detail in the plan that would be superfluous to the state or local level plan."

47. Do vocational education students in your State find jobs in the area of their training?

EMPLOYMENT STATUS OF POSTSECONDARY VOCATIONAL SCHOOL GRADUATES 1 YEAR AFTER GRADUATION

[In percent]

	1972	1971	1970
Employed closely related	53.5	52	51
Employed broadly related	10.0	7	7
Employed unrelated	18.0	19	16
Unavailable for employment	12.5	14	19
Unemployed	6.0	8	7

Note: Data for 1973 is not available at this time.

48. Is this situation better now than it was in 1968?

Comparable figures for 1969 and 1968 do not exist for the above data, however, the situation has remained relatively stable since 1968.

49. Are legislative changes needed related to coordination of training or job openings?

In the view of this Council, the provisions of PL 92-318 represent an evolutionary refinement of the provisions of PL 90-576. It is the position of this Council that vocational education, or training for job competency, does not exist in isolation. The failure of the United States Office of Education to prepare rules and regulations and to commit itself to the implementation of Title X, B, of PL 92-318 is an indication of the problem. The resulting failure of Congress to appropriate monies to implement the 1972 law needs to be re-examined. It is the view of this Council that any revision in the existing public law regarding not only vocational education, but all education, now and in the future, should promote the interrelated relationship and attempt to refine federal commitment to a single education delivery system responsive to the needs, interests, and abilities of the individual citizen. (See attached 1973 Public Report.)

50. How many students were enrolled in vocational education in your State in each of the last five years? How many were in secondary programs each year? Post-secondary? Give a breakdown of enrollments by program, by ethnic group and by sex. What percentage of all secondary and post-secondary students did vocational students represent each year?

Enrollments (End-of-year figures contained in the fiscal reports to the United States Office of Education):

Year	Total (secondary and post secondary)	[1] Secondary (9 to 12)	Percent estimate of all high school students	Post secondary	Percent estimat of all student available fo education afte high schoo
1972	131,216	110,086	38	21,130	18
1971	124,959	104,837		20,122	
1970	109,238	92,701		16,537	
1969	92,437	79,002	32	[2] 13,435	12

[1] Secondary students enrolled in reimbursed programs or courses.

[2] Enrollment as of Oct. 1 is traditionally 500 to 1,500 less than the end-of-the-year figure.

Note: 1973 figures were not available at the time of the preparation of this testimony.

ENROLLMENTS BY PROGRAM

Program	1973	1972	1971	[1] 1970	1969	[2] 1972
Agriculture:						
Secondary program	4,473	3,584	3,377	15,017	3,246	18,862
Post-secondary program	600	437	453	530	211	889
Distributive education:						
Secondary program	6,217	5,542	5,312	6,230	2,053	6,894
Post-secondary program	1,371	1,613	1,545	1,448	227	1,906
Health:						
Secondary program	1,203	399	374	429	173	491
Post-secondary program	2,016	1,708	1,638	1,432	832	2,687
Occupation preparation and home economics:						
Secondary program	3,786	1,701	1,626	105,486	442	
Post-secondary program	824	434	408	57	106	
Office:						
Secondary program	6,140	5,933	5,653	5,461	13,937	7,423
Post-secondary program	4,558	3,717	3,581	2,967	1,591	3,581
Technical:						
Secondary program		49	44	53		60
Post-secondary program	2,570	1,761	1,693	2,105	794	2,287
Trades and industry:						
Secondary program	7,267	4,765	4,562	3,799	1,442	6,246
Post-secondary program	6,810	6,513	6,247	7,128	3,024	8,818

[1] Secondary figures in 1970 also includes enrollments in elementary programs.

[2] This column of enrollment figures for 1972 indicates the number of students in each respective program at the beginning of the year and is included to serve as a basis for comparison with the program completion figures. The secondary programs are all 2-year courses of study except agriculture which is a 4-year program.

Ethnic Composition in Post-Secondary Vocational Schools. (Figures reflect October 1 headcounts in the year noted. The 1972 figures would thus be within FY 1973.)

Year	American Indian	Black	Oriental	Spanish American	Total	Percent minority enrollment
1973	135	79	17	91	322	1
1972	188	99	28	125	440	2

Enrollment by Sex. (Figures reflect incoming students in the year noted. The 1972 figures would thus be within FY 1973.)

	Post-Secondary		Secondary	
	Male	Female	Male	Female
1972	7,179	11,551	66,273	98,064
1971	5,302	9,051		

RESPONSES TO QUESTIONS REGARDING PL 92-318

1. What can you, as a state advisory council, do in your state to assist the state commission as they fulfill the mandate given them in section 1056(b)(1)(D)?

Based on the composition of the Advisory Council, as required by the provisions of PL 90-576, our Council does provide the perspective of a diversified group of citizens, users of educational services, and representatives of the educational system itself. Further, the experience of our Council since its inception in 1969 has focused on the need for equal balance in educational services between occupational preparation and traditional academic courses. Our Council is aware of the obstacles faced in an efficient and affective vocational education training program when basic skills of reading, writing, and arithmetic are not acquired by individuals leaving the secondary school system. On the converse, our Council experience suggests an understanding of the problem of the individual who pursues an academic schooling through the secondary years only to arrive at the entrance of a post-secondary program or adulthood, without an appreciation of the broad range of opportunities that exist in our society for career pursuits.

2. Are you, as a state advisory council, prepared to accept a nonpartisan posture insofar as the educational establishment is concerned in your relationship to the state commission?

The Minnesota State Advisory Council sees itself as an advocate of total demand for educational services to prepare them for the world of work. We have found it necessary, by virtue of our assignment from the Congress, to consider not just vocational education but all education, as evidenced by the 1973 Public Report of this Council. (See attached exhibit.) In short, the Minnesota Council would suggest that it is currently operating as a non-partisan influence on all education, particularly concerned with acting as a stimulus to the availability of programs that respond to the individual citizen's needs, interests, and abilities.

3. Do you see yourself as an advocate of vocational education or the division of vocational education in this endeavor?

Faced with the alternatives of the two possibilities posed by this question, this Council serves as an advocate of vocational education rather than administrative machinery. Further than this, however, our Council concern is for the availability of training services, whether they be in public, private, industrial, or other occupation preparation centers, to meet people needs.

4. Is the expertise of your council capable of providing across-the-board advice, i.e., grades K-16?

Yes. At this time. The record will show that in Minnesota this Council has in fact addressed itself to all aspects of education as designated by the acronism of K-16. See attached 1973 Public Report.

5. In making recommendations now, and possibly with the state commission, does your council address itself to the interfacing of vocational/occupational curricula with the total educational picture?

Yes. (See attached 1973 Public Report.)

If so. How?

See attached 1973 Public Report.

If not, do you anticipate changing your approach?

N/A.

Should, in fact, State Advisory Councils look at the total educational picture or address themselves solely to vocational education?

It is the view, and has been the practice of this Council, to approach the total educational picture in the realization that vocational education does not exist in isolation. The ability of the individual student to acquire occupational skills in vocational programs is contingent upon how well he is prepared in basic human skills in previous educational experience. Since the higher education systems represent the supply source for most administrators and many teachers of vocational programs, whether in pre-employment and many teachers of vocational programs, whether in pre-employment education or pre-requisite teacher training during employment, they too are a significant factor.

6. In your opinion would it behoove Congress to rewrite the amendments of 1972 (Title X) and be more specific in their directives for educational reform to the USOE?

Yes. Particularly in the language of Title XII. There is a need to more closely correlate the responsibilities under Title X with the structuring provided for under Title XII.

7. Do you think that a fresh study of education and what it is doing by lay people and professionals together is needed?

No. Education has been studied to death. What is needed is a "market demand" approach to defining the specific service needs of our country and a consolidation of a single plan to meet these needs. The continuous role of advisory councils, in themselves, "lay people and professionals together" can and should provide all the impetus necessary on a continuing basis rather than an Ad Hoc study group.

8. Do you think a State commission charged with making a plan to make education more relevant is a workable idea?

Yes. See attached 1973 Public Report.

9. Is education capable of accepting, if necessary, extreme criticisms and digression from the status quo?

This is an unfair question in that the provisions of Title X of PL 92-318 represent a significant re-direction and integration of education into a single service agency, rather than separate independent systems competing with each other. All human beings resist change, and educators are human.

10. What can you as a Council do to aid your State commission in this endeavor?

See attached 1973 Public Report.

11. Would more staff or funds or both be required? If so, how much more staff and funds would you require?

Our Minnesota Council has operated on a philosophy that the amount of dollars made available by the Congress to support our activities is a natural governor to the extent of our Council activity. Based on this philosophy, the answer to these questions rests with the Congress and to the extent that it would wish advisory council participation.

12. If the State commission is to make an independent evaluation of the status quo, should it not be an independent agency?

The State Commission should be an independent agency, not because its responsibility is to measure the status quo as much as because it should apply expertise to the measurement of educational needs independent of the normal constraints placed upon the management organization by virtue of currently available or anticipated limitation on revenue. Unless this planning agency has the freedom to objectively identify and price out optimum educational service delivery, neither the executive branches nor the legislative branches of federal and state government will have an idea of how much money should be spent as the basis for their decision of how much money can be spent.

13. If you think it should be independent, in face of the eternal struggle between higher education, secondary education, and vocational education, would it be necessary for the Federal guidelines to mandate the independence of the State Commission from these three groups?

Yes.

14. What can your advisory council do to facilitate this infusion of occupational education into all levels of education on parity with academic education?

See attached 1973 Public Report.

15. In your opinion are the agencies and persons involved and mentioned in A–K capable of providing the expertise necessary of the State commission?

In response to this question, we would suggest the word "of", in the phrase, "of the State Commission", be changed to the word "for". On this basis, the answer would be yes. We would add also that the inclusion of persons with the expertise suggested by categories A–K in the membership of the commission would most assuredly make that commission better able to meet these charges in the provisions of Title X.

16. Are additional categories necessary? If so, what?

No.

17. Could the U.S. Office of Education require as members the agencies listed in A–K and stop there?

This Council's view is that any requirement suggested by the USOE establishing membership on any state commission should be presented as a minimal requirement and should permit—as a state's rights issue—the option of each state to supplement membership responsive to the political, social, economic, and ethnic concerns of its state.

OFFICE MEMORANDUM

STATE OF MINNESOTA,
January 9, 1974.

To: Allan Shapiro.
From: Mel Johnson.
Subject: Attached are the questions from the National Advisory Council on which you requested commentary.

1. If funds were held over from year to year, why was this done?

Federal funds have been held over every year. It is fortunate that the amendment allowing the carry-over of federal funds was passed. The delay by Congress in appropriating monies makes it nearly impossible to expend the funds within an appropriation year. In most instances the appropriation has not been made until at least half way through the fiscal year. Not knowing the amount of money to be received makes it impossible to conduct programs that will expend the money in the last half of the fiscal year.

2. To what extent has your Council been consulted on vocational education policy in the State beyond the writing of the State Plan? Please give examples.

Council activity has been more pronounced in areas not directly affecting vocational-technical education; therefore, the requests in regard to policy formation on vocational-technical education have been infrequent. As major policy decisions have been considered by the State Board and/or the Legislature, requests have been made. One example was the area of tuition imposition in the area vocational-technical institutes.

3. To what extent have the recommendations contained in your Council's evaluation report been implemented? Please give examples.

The Council's evaluation reports have contained recommendations that have not typically been directed at the conduction and implementation of vocational-technical education. Council recommendations have been directed at Congressional legislative activity and educational policy in general. The 1973 evaluation report does include specific recommendations that are being carefully analyzed for implementation in the 1975 State Plan.

4. To what extent does the State Board use private vocational training institutions? Please give data year by year.

The State Board does not individually contract with private vocational training institutions. Individual districts conducting vocational-technical training classes are allowed to contract with private institutions. Where economics and quality programming can be obtained through private institutions, the local districts are encouraged to participate. Because this is a local decision, the private institutional activity does not appear in the federal reports. In those programs where the Division has had a more direct involvement, such as MDTA, private contracting has been more pronounced.

5. What effect do the regulations, guidelines, and management practices of USOE and the regional offices have on the planning process in your State? If there are problems, please give examples.

The U.S. Office of Education requirements for planning are excellent in theory. However, there is a deficiency in practice. The planning requirements are based on the anticipated receipt of federal dollars. Because there is literally no idea of the level of federal funding during the planning period, the planning process becomes unreal. The U.S. Office of Education requires that the State Plan be prepared in a mode of anticipated (unknown) funding.

6. Do OE requirements result in an understatement of the needs and of the resources that would be required to meet those needs?

The law would imply that it is implicit that the state identify all possible vocational-technical education needs. However, to do so would expend considerable effort in identification without resources available to meet the needs. Therefore, the actual policy has been to allow the states to conduct planning within a real estimate of available resources. Thus, the result is in fact an understatement of the need, but yet one that is practical and usable.

7. Is the planning process inhibited by a lack of adequate data?

The statement that inadequate data exists for planning is generally a diversionary tactic in the planning process. Those opposing the plans will request an increased amount of data and, when confronted with it, would probably not change their position. An enormous amount of data is presently available to educators. However, most are reluctant to expend the energy to peruse the data for thir decision-making. Tradition and fear of change are more inhibiting to the planning process than available data. These statements are less true in long range planning. No agency or individual has yet devised a crystal ball that is accurate in predicting manpower supply and demand. However, the estimators devised for the Division have thus far been successful.

8. What forward funding procedures would permit Federal dollars to be used most efficiently?

In order to adequately plan for the expenditure of federal dollars, it would be necessary to forward fund no later than March of the preceding fiscal year.

9. Is data accessible to the Advisory Council to allow you to compare goals as stated in the State Plan with actual accomplishments? What changes are necessary?

Every effort has been made by the Division of Vocational-Technical Education to provide the Council with accomplishment data. Few requests for such data have been made. All requests have been responded to quickly and completely.

10. In your State, what type of consideration is given to Parts A, B, C, and D?

Regular Part B funds are used predominantly for post-secondary vocational-technical education. All students in the state have access to these institutions and, therefore, the state constitutes a single region. Matching fund formulas within a state such as Minnesota is more costly in accounting than in providing the intent of the legislation. Also, the foundation aid formula in the elementary/secondary schools presently exceeds 75 percent, which negates the ability to pay factor in relation to the level of federal funding.

The concept of local manpower requirements is almost a folly when related to over 430 school districts. The State has two very generalizable economic areas—its metropolitan industrialized area and its outstate rural communities. Considerable data is drawn by the State educational systems in attempts to identify manpower needs. These efforts have been somewhat meager, but sufficient to provide a sound planning base within the vocational-technical system.

Similarly, the excess cost of providing vocational-technical education is difficult to gather with accuracy. Considerable research has been conducted in this area; and it has shown that, with the low level of Federal funding, to accurately reflect its impact would cost more than the amount provided by the Federal government. It is anticipated that estimators may be developed in this area that will provide for adequate consideration.

11. Is there a problem of demographic data not accurately reflecting need? If so, please give examples.

This question can be perceived from two levels. Demographic data at the State level, as depicted in the State Plan, sufficiently provides for State level planning. As is the case with most data, however, as one becomes concerned at the micro level, validity begins to break down and is inadequate. Local districts, therefore, must rely on the coordination of activity through a State agency.

12. Do vocational education planners receive adequate data from the employment services? Are there obstacles to cooperation? Please give examples.

Within the specifics required in the State Plan, employment service data is not utilized. In general it is not available, and what data is available is generally inadequate and invalid. The employment service is not sufficiently staffed to meet its obligation in reporting this data to the Department of Education. Their long range projections within gross categories of employment are utilized and have proven to be excellent indicators. Specific employment area projections are generated by the Division of Vocational-Technical Education. Such data is annually reviewed with favorable comment by the Department of Manpower Services.

13. What obstacles stand in the way of cooperation among agencies in the area of economic development? What changes should be made?

At the present time there is an excellent relationship with the Department of Economic Development. The Vocational-Technical Division, as well as the local districts, works cooperatively in encouraging the importation as well as the expansion of business and industry in Minnesota.

14. Extrapolating from the last five years, how long will it be before your State can furnish vocational education to "all persons in all communities of the State"?

This statement would imply that all persons need vocational-technical education. At the present time we believe we are unable to serve all individuals who request vocational-technical education. This is particularly pronounced in the post-secondary programs. An extrapolation of our expansion over the last five years would find us able to serve the present level of request by 1980. However, such an extrapolation would not be an intelligent one in view of the present financial status of the State and Federal governments. Also, once the persons requesting service are served, there are undoubtedly many who could benefit but will never make a request.

15. Are exemplary programs directed at the needs of your State? What changes would you recommend, and why?

The priorities for research and exemplary expenditures are established by a state-wide committee. The areas of need are prioritized by the committee and project funding made in line with areas of highest priority. The system is efficient and, in our opinion, one of the more objective approaches to the distribution of research and exemplary funds. The Council is represented on the committee.

16. Is there an adequate system for the dissemination of the findings of research and exemplary programs in your State?

Through the efforts of the Research Coordinating Unit, research and exemplary results have been distributed quite comprehensively. Of greater importance is the need for follow through in providing assistance in implementing and utilizing the findings. Neither the Division nor the Research Coordinating Unit is sufficiently staffed to make this possible.

17. Does the Board of Education offer financial or other incentives to local school districts to implement programs which have proved successful as exemplary projects?

There has not been a consistent incentive policy in utilizing project results. In several instances, however, particularly in the areas of disadvantaged and handicapped, financial incentives have been offered to encourage schools to implement proven programs.

18. With the decline of Job Corps, is there now a need for residential programs in your State? Please give examples.

There is possibly a need for a residential vocational-technical facility in the State of Minnesota. However, no substantive research has been conducted in this area. The existing economic pressures are such that to pursue exploration in this area would seem to be a potential disappointment.

19. What specific changes resulted from the recommendations of the Council on the State Plans submitted in 1971–1973?

Minnesota utilized an advisory committee long before the mandate from the federal government for such a council. Therefore, significant historical change is difficult to assess. Since 1969 the Minnesota Council has produced several public reports and made numerous recommendations, most of which were directed toward the total educational structure at the state and federal levels. The majority of their recommendations have been directed at either the Congress or the State Legislature, with little action being directed toward local or state governance.

20. Does the public hearing make a substantive contribution to the planning process? What changes would you suggest and why?

The public hearing serves two important functions. First, it provides all interested parties an opportunity to contribute or criticize the plans of the State Board. There is probably no other process wherein the assurance of this opportunity could be made. Second, a public review of the plan insures that all policies are known, resulting in them being uniformly administered to all persons and agencies.

21. Have separate parts C through I helped or hindered the development of vocational education in your state?

The mandatory set-asides have made considerable contribution. Most significant contributions have been in the areas of research, exemplary programs, and work study. The consumer homemaking and cooperative education funds have not made as much visible impact because these programs were soundly established components of vocational-technical education in Minnesota prior to the 1968 Amendments. Therefore, they have been less visible. In all instances the level of funding has prevented the actual accomplishments intended by the original legislation.

22. Could some, or all, of those categories be effectively consolidated into a single bloc grant for vocational education?

Any or all of the categories could be block-grant funded providing the enacted legislation gave the State Board for Vocational Education discretion to conduct the activities. At one time it was suggested by the administration that all funds be placed under Part B, which would be a consolidation, but could possibly prevent the use of funds for programs such as research and work study.

23. Will there still be a need for State Plans if there is consolidation? If so, do present state plan requirements need strengthening?

It is anticipated that a state plan would always be a necessity regardless of the funding distribution method. At the present time the vocational-technical program is predominantly state funded, and for the receipt of the state funds a program budget is prepared on a biennial basis. The program budget is similar in content to that of a state plan, with the exception of the administrative procedures of Part I. Present state plan requirements are sufficiently strong for the utilized purpose, which is justifying the need for federal funds and portraying the state level objectives to be accomplished during the ensuing year. Strengthening in this context would probably result in additional detail in the plan that would be superflous to the state or local level plan.

MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION,
Saint Paul, Minn., December 12, 1973.

Commissioner HOWARD CASMEY,
Secretary, Minnesota State Board of Education (Vocational Education), Seventh Floor Capitol Square Building, St. Paul, Minn.

DEAR COMMISSIONER: Federal Laws providing assistance to the states for the propagation of vocational education technical programs, specifically Public Law 90-576, will expire during 1975.

In anticipation of Congressional action to amend, revise or extend the current legislation, the United States Senate Labor and Public Works Committee, Subcommittee of Education chaired by Senator Pell of Rhode Island and the United States House of Representatives Education Labor Committee, Subcommittee of Education chaired by Congressman Perkins of Kentucky, has scheduled a series of Oversight Hearings to be held in Washington, D.C. sometime after March 1, 1974. In addition—it is our understanding that the Committees, either jointly or independently plan to hold a series of Oversight Hearings throughout the nation. Such a meeting will probably be held in Minnesota.

The Chairmen of both committees have specifically requested that State Advisory Council for Vocational Education, along with the National Advisory Council, prepare major testimony for presentation at the Oversight Hearings both in Washington and in the field. This request, we have been told, is in concert with the Congressional mandate of 1968 which calls for Advisory Councils to provide a major source of data and recommendations affecting federal legislation for vocational education.

To facilitate the work of our 54 Advisory Councils and the National Council, a series of basic questions have been drawn with a view towards profiling the effect of the 1968 law. These questions range from the specifics of exactly how much money each state should have received, what each did receive in appropriations, to judgmental questions concerning the USOE management practices as a stimulus to or constrain upon providing better educational services for the people of this nation.

The purpose of this letter is to request your State Board's and the Division of Technical Education's assistance in the preparation of our response to these questions.

I am enclosing a list of these questions. You will note the specific statutory identification 90–576 is listed along the left hand side.

Let me also share with you the time frame for our Council's activity. The National Advisory Council has asked that each of the states have the response to the questions prepared and into its office on or before March 1, 1974. This means the Special Committee of our Council, chaired by Ralph Whiting, will complete its work and activities in time to present to the February 14th meeting of the entire council, its report and recommendations.

Let me add one other note. We recognize that a majority of the data and/or judgemental information we are seeking from the department can best be drawn from the expertise of the Division.

Thank you again in advance for your help in this matter.

Sincerely yours,

Attachment.

DOROTHY THOMPSON, *Chairman.*
By ——— ———, *Secretary.*

QUESTIONS FOR THE CONSIDERATION OF STATE ADVISORY COUNCILS REGARDING THE IMPACT OF THE VOCATIONAL EDUCATION AMENDMENTS OF 1968

Section of Public Law 90–576	*Questions*
102	What amount of Federal funds has your State received in each of the last five years?
	If the full amount authorized had been appropriated, what amount would your State have received in each of the last five years?
	What amount of the Federal funds were actually spent in each of the last five years?
	If funds were held over from year to year, why was this done?
	To what extent has your Council been consulted on vocational education policy in the State beyond the writing of the State Plan? Please give examples.
(b) (1) (B)	To what extent have the recommendations contained in your Council's evaluation report been implemented? Please give examples.
(11)	To what extent does the State Board use private vocational training institutions? Please give data year by year.
122	What has been the allocation of resources, in total dollars and in percentage of all vocational education dollars spent in your State, for each of the purposes under Section 122 for each of the last five years?
(C) (1) (3)	Are 10% for handicapped and 15% for disadvantaged adequate in relation to need? Please document.
	Are the set-asides used as maximum allocations rather than minimums in your State?
	Is there maintenance of local effort in programs for the handicapped and disadvantaged?
	What would it take to meet the vocational education needs of the handicapped and disadvantaged in your State?

Section of Public Law 90-576	*Questions*
3(a) (4)	What effect do the regulations, guidelines, and management practices of USOE and the regional offices have on the planning process in your State? If there are problems, please give examples.
	Do OE requirements result in an understatement of the needs and of the resources that would be required to meet those needs?
(5)	Is the planning process inhibited by a lack of adequate data?
	What forward funding procedures would permit Federal dollars to be used most efficiently?
	Is data accessible to the Advisory Council to allow you to compare goals as stated in the State Plan with actual accomplishments?
	What changes are necessary?
123 (6)	In your State, what type of consideration is given to Parts A, B, C, and D?
	Is there a problem of demographic data not accurately reflecting need. If so, please give examples.
(8)	Do vocational education planners receive adequate data from the employment services? Are there obstacles to cooperation? Please give examples.
	What obstacles stand in the way of cooperation among agencies in the area of economic development? What changes should be made?
(11)	What are all the Federal, State and local dollar expenditures for vocational education in each of the last five years? How did you arrive at this figure?
	Extrapolating from the last five years, how long will it be before your State can furnish vocational education to "all persons in all communities of the State"?
(C&D) Sec. 131-145	Are exemplary programs directed at the needs of your State? What changes would you recommend, and why?
	Is there an adequate system for the dissemination of the findings of research and exemplary programs in your State?
	Does the Board of Education offer financial or other incentives to local school districts to implement programs which have proved successful as exemplary projects?
(E) Sec. 151-153	With the decline of Job Corps, is there now a need residential programs in your State? Please give examples.
(F) Sec. 161	How is the one-third mandated for the disadvantaged being used?

ADDITIONAL QUESTIONS

Do vocational education students in your State find jobs in the area of their training?

Is this situation better now than it was in 1968?

Are legislative changes needed related to coordination of training or job openings?

How many students were enrolled in vocational education in your State in each of the last five years? How many were in secondary school programs each year? Postsecondary? If possible, please also give a breakdown of enrollments by program (e.g., distributive education, agriculture), by ethnic group and by sex.

What percentage of all secondary and postsecondary students did vocational students represent each year?

How many vocational education teachers have taught in your State in each of the last five years?

MINNESOTA STATE ADVISORY COUNCIL
FOR VOCATIONAL EDUCATION,
Saint Paul, Minn., December 17, 1973.

MEMO

To: Robert VanTries, Assistant Commissioner for Vocational-Technical Education.
From: Ralph Whiting.

On December 17, 1973, Dorothy Thompson wrote to Commissioner Casmey regarding our continuing action in preparation of testimony for congressional hearings on PL 90-576. Accompanying that letter was a listing of questions.

Attached you will find supplemental questions which we would appreciate your considering along with Commissioner Casmey.

SUPPLEMENTAL QUESTIONS

123(a)(1) What specific changes resulted from the recommendations of the Council on the State Plans submitted in 1971–1973.

(3) Does the public hearing make a substantive contribution to the planning process? What changes would you suggest and why?

GENERAL

Have separate parts C through I helped or hindered the development of vocational education in your state?

Could some, or all, of those categories be effectively consolidated into a single bloc grant for vocational education?

Will there still be a need for State Plans if there is consolidation? If so, do present state plan requirements need strengthening?

MINNESOTA STATE ADVISORY COUNCIL
FOR VOCATIONAL EDUCATION,
Saint Paul, Minn., January 3, 1974.

MEMO

To: Jerry Enright.
From: Allan Shapiro.
Re Oversight Questions for the Department of Education.

Pursuant to Bob VanTries request for assistance on the Oversight questions to be answered by the Department of Education, I started using the Department's files and reports to extract the necessary information. Mr. VanTries said I could ask anyone on the 5th floor for help. It was not expressly decided whether I was to answer all the questions or whether members of his staff would answer the questions that pertained to their area of expertise. Since some of the questions require an opinion or judgment, I will delegate the responsibility for answering those questions to the appropriate Department employee.

I should complete the questions I will be answering by Monday and will meet with Mel Johnson (who is out of town and will not be back until Monday) to go over the other questions. Hal Birkland has received a copy of the questions that deal with the handicapped and disadvantaged and will forward his answer within the next week, week and a half.

MINNESOTA STATE ADVISORY COUNCIL
FOR VOCATIONAL EDUCATION,
St. Paul, Minn., January 7, 1974.

MEMORANDUM

To: Ralph Whiting.
From: Allan Shapiro.
Re: Progress Report on Oversight Committee Assignment.

As of Monday, January 7, all the questions that the Council staff would be able to answer from the information available in the files of the Division have been completed except for the figures for 1973. These figures should be available in the next few weeks.

Hal Birkland submitted answers to the questions on the handicapped and disadvantaged (a copy is attached). Mel Johnson agreed to answer the rest of the questions after expressing his belief that this was really the Council's responsibility. If Mel finishes by the end of the week as promised, all the Department's questions should be answered. There is a good chance that the answers will be typed and ready for distribution to the committee at that time.

MINNESOTA STATE ADVISORY COUNCIL,
FOR VOCATIONAL EDUCATION,
St. Paul, Minn.

1973 EVALUATION STATEMENT—MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

INTRODUCTION

Section 104 of Public Law 90–576, includes among the duties of state advisory councils for vocational education, the task of preparing:

> ". . . an annual evaluation report, . . ., which (i) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the program objectives set forth in the long-range program plan . . . and (ii) recommends such changes in such programs, services, and activities as may be warranted by the evaluation."

In past years, the State Plan was considered by the Minnesota State Advisory Council to be the most logical evidence of this activity. As a result, an examination of the State Plan served as the basis for the evaluation report. But, the State Plan is unsuitable for that purpose because it is not a document for planning. In response to last year's evaluation statement, the State Board of Education formalized this fact by stating that, "There is no question in our minds that the Plan information is inadequate for an accurate judgment in regard to the goals and priorities established within the Plan. The Plan is also totally inadequate in communicating the accomplishments of vocational-technical services to the State." Based on the position of the State Board of Education, it has become necessary to look beyond the State Plan in order to effectively evaluate the extent to which the needs of the people of Minnesota are being served.

It is the Council's position that vocational education cannot be surveyed in isolation. The whole subject of vocational education must be viewed in conjunction with all education. This is necessary because vocational education is not unrelated to and divorced from such areas as career preparation in the elementary and secondary schools, or vocational rehabilitation to prepare the handicapped for the world of work, or even from the responsibility of universities and colleges to supply teachers and educational administrators in vocational schools. The Minnesota State Advisory Council for Vocational Education addressed this broader picture in the 1973 Public Report to the people, the Governor, and the Legislature of Minnesota. (See attached exhibit.)

After having the opportunity to become familiar with occupational and academic education in other states, the members of the Council are convinced that Minnesota's education system is the best. But, no matter how good education is in Minnesota compared with other states, it is not much good to the individual Minnesotan who can't get the services he needs based on his interests, needs and abilities. The small child—white, black or red—who is turned off by education and drops out before he is able to acquire the skills to become a self-sufficient member of society could care less that Minnesota's system is number one. It is in this spirit that we offer the recommendations of the 1973 Public Report.

In conclusion, it must be stressed that the Council does not intend to be a thorn in the side of the State Board of Education. We provide a supportive service and are an integral part of Minnesota's educational structure. It is our sincere hope that this evaluation statement, containing specific recommendations for improving educational services, will serve as a catalyst for progressive change in the state's educational system.

ISSUES

The following are the issues of concern to the Council, along with our recommendations for the improvement of vocational education in the State of Minnesota.

Administrative

(1) Need to increase public awareness of the priorities and bases for resource allocation in vocational education.

Recommendation.—Local, regional, and state educational agencies develop and disseminate clear policies and programs for resource allocation.

(2) Funding vocational education.

Recommendation.—In view of the increasing demands for vocational education, funding in this area should be given high priorities by the State Legislature and the Governor. In the face of cutback, they failed to restore equitably funds to vocational education in spite of the strong recommendations of the State Board.

(3) Under-utilization of alternative educational institutions.

Recommendation.—(a) The adoption of a policy to use surplus classroom space, including the use of incentives to meet the changing enrollment problems and prevent the unnecessary use of tax dollars on new structures when buildings in other educational institutions operate at much less than full capacity.

(b) When public schools are unable to provide educational services to students because of limited human and financial resources within the local districts, the State Board should encourage the utilization, on a contracting basis, of non-public proprietary schools, non-profit schools, and other occupational training systems that meet the rigid rules and regulations of the State Board and the local educational agency.

(c) In order to reduce the total economic cost to the local taxpayer, each local school district should examine and review costs of occupational skill development programs and consider utilizing existing private school facilities and services before beginning or expanding programs.

(4) Promote an awareness of vocational programs and students throughout the state on the part of employers.

Recommendation.—The establishment of an information center to be operated in close cooperation with local placement agencies, counselors and manpower organizations.

(5) Use of placement records as a determinant of program continuation in a way which selects students on likelihood of success rather than on student needs.

Recommendation.—The Council appreciates the State Board's reasons for phasing out programs based on placement record—that of insuring the most efficient use of each tax dollar—but we recommend an analysis of the reason for a program's poor placement record before dropping that program completely. Consideration should be given to student need by expanding the curriculum or developing special programs to provide the basic skills necessary for high risk students to compete successfully in vocational courses.

(6) The second class status of vocational education.

Recommendation.—Orient counselors, school administrators, and others toward the concept of career education.

(7) Determination of citizen needs.

Recommendation.—(a) In order for the educational system to be more responsive to the people of our state, a higher priority must be given to a system of needs assessment. Such needs assessment must begin at the level closest to the people being served, whether it be in the community where elementary and secondary education is provided, or in the institutions belonging to the state system. The responsibility and authorization to analyze and vary process should be at the local level. In addition, the local unit should be held accountable at the state level for its product.

(b) Needs assessment should be responsive to individual needs, not just organizational or community needs. As an example, a rural school system experiencing migration should offer occupational training programs not only supportive to an agricultural economy but anticipating the employment needs of persons leaving that community for urban or industrial business employment.

Equitable Educational Opportunity

(8) The need for more practical methods of assuring equal opportunity for all students regardless of race, national origin, or sex.

Recommendation.—(a) Expand action programs adopted by the State Board to further the goal of equitable opportunity for all citizens of Minnesota.

(b) The State Board should actively recruit minorities at the professional level.

(c) Implement an affirmative action program to serve high risk minority students as proposed in the recommendation following issue No. 5.

(9) Recognition of the rights of the handicapped for equitable services, programs, and resources.

Recommendation.—(a) Initiation of assessment programs to define the needs of the handicapped and design and fund programs responsive to those needs.

(b) Publicize the availability of programs for the handicapped.

(10) The use of this Advisory Council as a resource for informational input into policy determination in vocational education.

Recommendation.—(a) The State Board of Education should make more effective use of this Advisory Council.

(b) This Council calls upon the State Legislature for language recognizing advisory councils and defining the responsibility and relationship of the Council, the State Board and other educational agencies.

Adopted by action of the Minnesota State Advisory Council for Vocational Education meeting Thursday, the 18th of October, 1973.

Minnesota State Advisory Council
for Vocational Education,
Saint Paul, Minn., April 12, 1973.

To the Citizens of Minnesota, Governor Wendell R. Anderson and Members of the Minnesota Legislature.

The Minnesota State Advisory Council for Vocational Education issued its first Public Report in 1970. That report was put on the desks of Minnesota's legislators at the opening of the 67th Session. The major emphasis of that report suggested the need for a formal definition of the purposes of education in Minnesota and a re-working of the laws, administrative machinery and related considerations by the Minnesota Legislature.

The needs cited in 1970 still exist at the writing of this second report. The concerns of this Council expressed over two years ago are the same today, magnified by considerations of the prospect of federal revenue sharing and needs of the citizens of Minnesota for responsive educational services.

This report is presented not for the purpose of identifying the problems. For that purpose we would refer you to the 1970 report. Rather, this report attempts to make concrete and specific recomendations for improving educational services in our state. These recommendations are submitted with the hope that they will generate vigorous debate and action by the citizens of Minnesota and their elected officials.

Ralph S. Whiting, *Chairman.*

Minnesota State Advisory Council
for Vocational Education,
Saint Paul, Minn.

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David States, Minneapolis
*James Swanson, Richfield
*Dorothy Thompson, Faribault
Ralph Whiting, Newport
Ann Zweber, Duluth

*Members of the 1973 Public Report Committee.

DEFINING THE ROLE OF EDUCATION

"* * * provide each student with a complete daily schedule of school work and to fulfill the minimum requirements for graduation as established by the State Board of Education." The above quotation from Minnesota Statutes is perhaps the closest to a definitive charge of educational purpose in Minnesota; the most specific commitment to serve the people of our State. It is, also, language removed by action of the 1971 Legislature without substitution.

"Performance accountability" demands and pressures on the allocation of dollars to support the various educational systems in Minnesota have reached a crescendo in the last two years. Rising costs of paying for education faced by the taxpayers, decreasing enrollment in many of our educational programs, and the general instability of job opportunities in our nation's work force have all contributed to what can only be termed a public "dialogue on education."

Contributing also has been a growing willingness on the part of individual citizens, and groups of citizens, to seek redress in the courts against injustices and inequitable services by government. Federal courts in Alabama, California, Pennsylvania, Texas and Washington, D.C. have been asked to clearly define the individual's basic rights for consideration and service by tax supported educational institutions. These plaintiffs have suggested that basic constitutional guarantees, if not for specific educational services, demand equal treatment under the law, and equitable educational services for each and every citizen.

For example, in a Washington, D.C., court decision, the inability of the school district to finance the cost of educational services for handicapped because of prior commitments to the rest of the population has been rejected. It is only a matter of time until Minnesota may find itself faced with a federal court suit by one class of citizen or another.

There is a need to define educational services in Minnesota so as to provide the basis by which the taxpayers can understand: (1) what services they are buying, (2) what is the cost, and (3) what are the benefits. The annual investment of state tax dollars for educational aids, programs, and state systems will represent the use of 54¢ out of every dollar expended by the State. This is the proposal to the Legislature by Governor Anderson for the 1973–75 biennium.

Historically we have considered education as a preliminary service to living in an adult society. In an age when the average worker is faced with job displacement, technological change and a growing amount of free time, definition must be given to the continuing responsibility of education to serve the citizen's needs. Defining of this educational service can also lead to a maximization of the investment being made by the citizens of Minnesota.

DEFINITIONS OF EDUCATIONAL PURPOSE

The Minnesota State Advisory Council for Vocational Education suggests that education has three fundamental services to render to the citizens of our state.

BASIC HUMAN SKILL DEVELOPMENT

Second only to the family, education must serve the individual to develop mental, physical and social capabilities. Basic tools of communication—the ability to speak, to write and to read—have long been recognized as skills to be developed through our educational process. Our schools must help the individual understand the nature of the society in which we live and how it relates to the individuals as a contributing citizen of the community, state, nation, and the world.

PREPARATION FOR A CAREER

Education must serve to prepare the individual for a career in adult life. This responsibility must include providing a spectrum orientation to the various career opportunities in Minnesota and our nation. Such an orientation to the "world of work" can be presented with a dual goal. It can give meaning to all educational experiences. It can act as a mechanism for providing a basis for the individual to measure interests, needs, and capabilities against the opportunities that exist in our society.

Beyond this survey, there is a need for education to give the individual exploratory experiences which will enable each to test capabilities against career opportunities so that each of us may determine which career ladder to climb. In this context, it should be recognized, also, that the role of the mother and homemaker represents career decisions for some.

Having assisted the individual to survey and determine a course of career action, education has a responsibility to provide for the basic skill development—be it intellectual or physical. This should give an individual, upon leaving the compulsory education years, a marketable job skill or a foundation on which further educational experience can develop the talents for more sophisticated career competencies.

The self interests of the State of Minnesota demand that education have a continuing support role in assisting the individual in a career. It must stand ready to provide support services to facilitate the updating of individuals' talents and anticipatory to technical change, professional evolution and emerging occupations. Education must also provide the vehicle by which the individual can seek to improve career status by providing support services for the upgrading and knowledge. And, finally, in the responsibility of career support, education must provide the opportunity for the individual, who is faced with job obsolescence or economic displacement, the opportunity for retraining.

HUMAN ENRICHMENT SERVICES

Education has traditionally been designed and preoccupied with serving intellectual capacities of citizens. An appreciation of literature, philosophy, art, a more sophisticated knowledge of our political and economic processes, etc., can provide intellectual self-fulfillment for the individual citizen. Such fulfillment cannot be tied to career activity or the hard analysis of cost benefit projections for either the individual or our State.

During the years of mandatory school attendance—from ages 7 through 16 in Minnesota—education should provide a survey and exploration of the potential for human knowledge for intellectual self-fulfillment.

We live in an age when the demands on the individual's time to earn income are diminishing. We live in a society which anticipates the era of the three and four day work week, that already exists for many of our citizens. Education has a responsibility to anticipate and respond to this leisure time market. It has the opportunity to provide human enrichment program opportunities for adults to give true meaning to the potential of man to seek knowledge for the sake of knowledge.

PEOPLE ORIENTED SERVICES

And, most of all, the statutory definition of education purpose must concisely define the responsibility to serve the people of Minnesota individually and collectively.

RELATING PURPOSE TO RESOURCE ALLOCATION

The adoption of definitions of educational purposes should provide a basis for establishing resource allocations. Tax dollars must be expended for education to:

(1) Support the range of services which are the responsibility of education and a reflection of the responsibility of government;

(2) Equitably serve every citizen; and

(3) Provide specific programs designed to respond to the needs of the individual and our State.

There is little question that the use of public funds for educational services must, by first priority, be earmarked for assisting the individual in the general category of basic human skill development. This is a constitutional guarantee suggested by our Minnesota Constitution. In the judicial decisions handed down to this point, there is an implied recognition that the service role of education is foundational to the individual's capabilities to exercise citizen's rights. This service should help the individual to acquire the skills of communication and appreciation of the responsibilities to the society in which we live.

The second purpose of education suggested by the Council may not be a basic constitutional right of each citizen, but there should be no question the assistance provided the individual in making a career selection does have a direct self-interest for the State of Minnesota and its taxpayers.

Numerous examples could be cited to make this point. Public tax support to enable the individual to complete a collegiate degree program has a direct benefit. The college graduate earning an average of $19,454 per year* contributes an average of $1,030 in State income taxes. Assuming college graduation at or about age 21 and a working life extending to age 65, this represents a return of $45,320 in direct income tax payments for any investment of public funds to help that individual get a degree. The added payments of federal income taxes, sales taxes, excise taxes, and the ability to acquire property with resulting payment of property taxes all can be calculated in to establishing the cost-benefit ratio of the public investment in that person's collegiate education.

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*Source: "Digest of Educational Statistics, 1971 Edition, U.S. Department of Health, Education & Welfare.

Like cost-benefit considerations should also be applied to other citizen groups. As an example, the average cost of institutional care for a mentally retarded person is $6,600 per year. That same individual—if provided services within a community setting with opportunities for day activity, work activity, and sheltered workshop employment—costs the taxpayers only $4,600 per year—a savings of $2,000 per year. Assuming a comparable productivity span for the mentally retarded compared with the college graduate—a period of some 44 years—the savings to taxpayers in Minnesota is some $88,000.

The analogy suggests that the services given to a mentally retarded person on a cost-benefit analysis can save the taxpayers of Minnesota nearly two times the like income from a single collegiate graduate paying State income taxes. Like cost-benefit considerations can and should be applied to the provision of educational services for other physically handicapped persons, persons in our correctional institutions, disadvantaged and minority groups, persons, because they lack job skills, on our welfare rolls, and persons who find themselves unemployed by virtue of technological change or business relocation.

The establishment of educational funding priorities, based on meeting constitutional guarantees and cost benefits to our State, is responsive to the question of the taxpayer's ability to support educational services. This Council believes in the necessity of cost-benefit budgeting, of expending the available dollars on the basis of assuring the taxpayers of Minnesota the greatest for their investment.

Providing for self-fulfillment of the intellectual capacity of the citizen has also been identified as a purpose for education, one which deserves public support without consideration of cost benefit in terms of dollars and cents. It, too, demands public support to the extent of providing the opportunity for individual citizens to acquire, based on at least the user fee principle, education services from public institutions. Ideally, this purpose should be served at public expense. However, there must be a recognition that the capacity of the taxpayer to support educational services within themselves—or in context of the total cost of government—is limited.

Consequently, the formalization of definitions and recognition of establishing priorities should contribute to, not inhibit, the total functions of education. It is the belief of this Council that the citizens of Minnesota will be responsive to and support educational services they understand to be of benefit to them. The use of tax dollars to support the first two purposes of education and to foster the opportunities for the third purpose should make it possible for any citizen to afford to use education as a continuing life-style resource.

NEEDS ASSESSMENT

Translating the generalized definitions of educational purpose into specific program offerings must be based on direct responsiveness to the needs of the people of our State—needs assessment. Just as a major corporation desiring to develop and sell a new product line needs to go to the market place to determine the demand for that product, so, too, education must go to the people to document the specific programs they need in order for education to meet each of its purposes.

Educational needs assessment should focus at the local level—under the direction of local educational agencies. This Council is convinced that the classroom teacher and the local school administrator can best provide information—given guidance and assistance. This will make it possible for the policymakers and resource allocators, be they at the local, regional, State or federal level, to make decisions which are more responsive to the demonstrated needs of the people of Minnesota.

This Council believes that the role of the citizen advisor has demonstrated value, particularly at the local level. The expertise of representatives of the business and labor communities, parents, the handicapped, the minorities, the disadvantaged and other interested citizen groups in identifying for school administrators the type of curriculum and programs needed has proven of immeasurable benefit in the past. The perpetuation of this approach would serve to strengthen the needs assessment program at the regional and State level as well.

Needs assessment information from the local school systems, and each of the institutions in the various state educational systems, should provide the basis for establishing policy and appropriations for educational purposes against the other pressures for financing government services. This includes the determination of emphasis for each of the various purposes assigned education.

An evolving basic change in the federal method of providing grants-in-aid to support education magnifies the importance of such a needs assessment program. Only through such a program can our elected officials have confidence that their decisions will be responsive to the people.

Beyond this there is a need, once the decisions have been made, to follow up and determine by post-audit documentation how closely education has met the needs, where it has fallen short for lack of resources, or other reasons as a continuing process to the next needs assessment.

Such a system should provide a continuing measure of the demands for educational services in Minnesota, which will most efficiently establish policies and determine the dollars that need to be spent.

THE COMPLEXITIES OF EDUCATIONAL ADMINISTRATION

The Council recognizes many outside influences beyond the scope of those suggested in the purposes of education and the product of the process of needs assessment suggested. As has already been acknowledged, provisions of the federal and State constitutions come into play. Specific to the question of educational performance is the general charge of Article VIII of our State Constitution:

"The stability of a republican form of government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools."

There has been for over the past one-half century—since 1917 to be exact—the influence of federal legislation and the allure of federal grants to support specific educational activity, i.e., elementary and secondary services for disadvantaged, higher education facilities construction, special program support to develop scientists and engineers, etc.

Historically, these federal grants have been made for specific purposes and for set amounts of money to be used for each stated purpose. This pattern of federal funding, however, is changing.

Since 1968, federal support for programs for vocational and technical education have been based on a general payment to support operational programs, research activities, and other similar general categories. Under Minnesota's agreement with the federal government, the State has assumed the responsibility of determining, within general guidelines established by the federal government, how and for what purpose these federal dollars will be used. Minnesota prepares an annual and long range plan for vocational education services to document these intentions. Like plans are demanded by the federal government for funding for elementary and secondary education support programs, higher education facilities programs, etc.

The President has suggested a step further down the line from the past approach—called for special revenue sharing for education. His proposal would find the U.S. Government providing each state with a lump sum of money and leaving it for state officials to determine how best to spend the money—and with the political liability for failing to allocate those dollars most efficiently to serve the demands of the people of our State.

At the State level four different administrative bodies—State Board for Education, University of Minnesota Board of Regents, State College Board and the State Junior College Board—as well as a higher education coordinating agency, the Higher Education Coordinating Commission—share the responsibility for administering educational policies and resource allocations.

Each board has governance over a specific segment of education, generally definable by types of institution. This Council would be the last to suggest that each has not well served its constituency, perhaps too well. These boards provide a responsive parochial view of the needs for dollars and policy authority to serve their responsibility for educational services. Current law demands that they do so. Under our State's constitutional guarantees one of these boards is legally independent from the administrative control of the Governor and the Executive Branch of government. All recognize and, for practical purposes, adopt an independence from the other systems in competing for not only dollars, but students and the responsibility to serve Minnesota.

Recognition must also be given to the private sector, including organizations that compose the Private College Council, non-profit endowed institutions, and commercial enterprises providing educational services.

And, most important, is the role and responsibility of the duly elected boards of our State's independent school districts and the local school systems in serving Minnesota's foundational education needs.

The resulting influences and cross-responsibility for educational services in Minnesota provide a complexity difficult to chart. A simplistic diagram (see Exhibit No. 1)—defining agency responsibility by virtue of federal program funding in 1972—gives visual evidence to the current fragmentation of responsibility for educational services in Minnesota.

MANPOWER PROGRAMS AND FUNDING PATTERNS

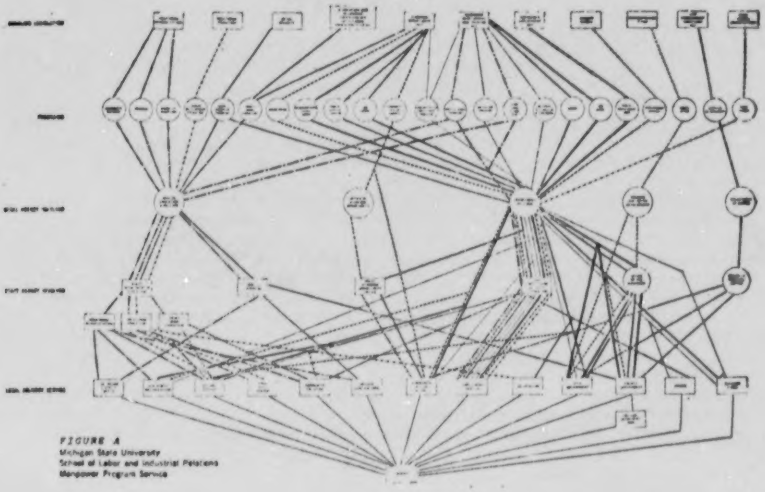


FIGURE A
Michigan State University
School of Labor and Industrial Relations
Manpower Program Service

Even the process by which we fund educational services reflects the diversification of our current approach to education in Minnesota. Sometimes we pay for our educational services by reimbursing for actual expenses, at other times the extent of the direct services that can be provided are constrained by the limitations of predetermined appropriations, whether they be from the State, in the form of federal grants, or by levy limitations upon local educational systems.

Of greatest recognized impact on the availability of educational services is the basic reliance upon property tax incomes to provide the basic support for education during those years when all children of our State must go to school. This generates the pressures for increased State aids and federal appropriations to minimize, if not reduce, the reliance on property tax as the dominant source of funding for basic education in Minnesota.

This Council, however, is of the view that all the systems and all the institutions and all the methodologies of finance focus upon the basic purpose of education we suggest.

WE WOULD SUGGEST

The Minnesota State Advisory Council for Vocational Education is of the view that any legislation or resource allocation for the purpose of providing educational service to the citizens of Minnesota is in jeopardy unless presented in the context of defined purposes for education.

I. It is the recommendation of this Council that basic human skill development, preparation and maintenance for a career and human enrichment services purposes be formally acknowledged and established as part of Minnesota's statutory provisions.

II. It is the recommendation of this Council that the translation of the generalized definition of educational purpose must be based on a direct responsiveness to the people of our State through needs assessment. Further, such needs assessment must begin at the level closest to the people being served, whether it be in the community where elementary and secondary education is provided, or in the institutions belonging to the State systems.

III. It is recommended that the benefit to the process of needs assessment provided by citizen advisory councils—representative of parents, labor, industry, the handicapped, the disadvantaged, the minorities, etc.—be formalized at the local, regional and state level.

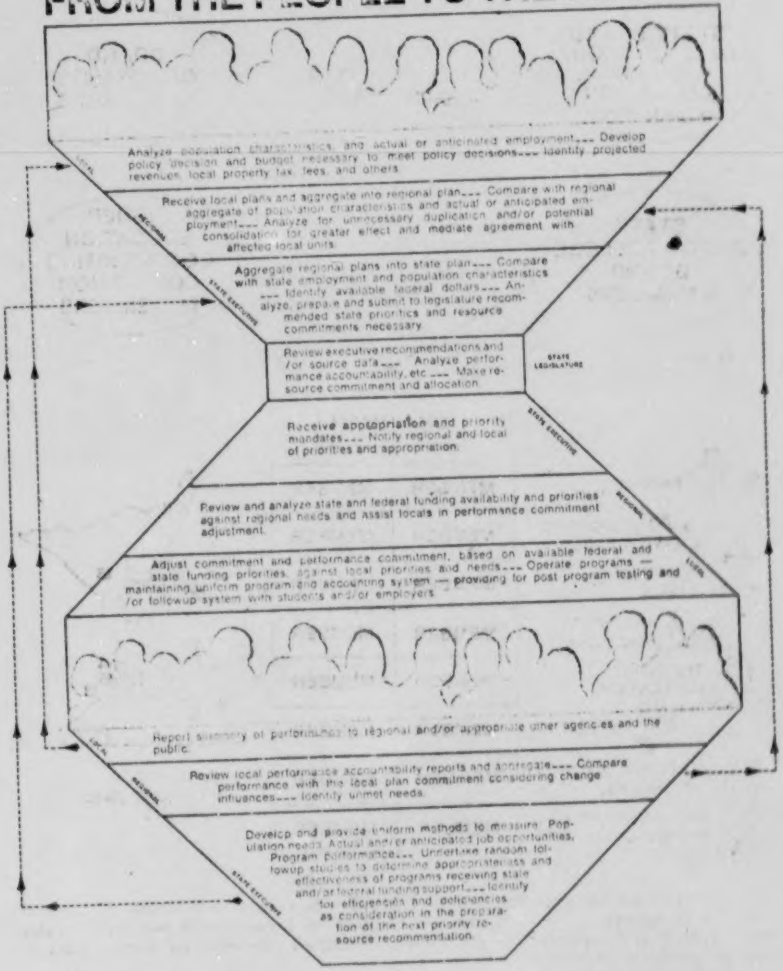
IV. The establishment of policies, programs and resource allocations for educational services in Minnesota should include a determination at the local, regional and State level of priority emphasis between the purposes of education function.

V. Post-audit documentation of how well education has served the priorities and needs established must be provided to allow a continuing process measure of the demands for educational services in Minnesota and most efficiently determine what policies must be adjusted and what dollars need to be spent.

VI. It is the recommendation of this Council that the State's administrative structure for all of education be consolidated. Since all educational systems and services exist for the same basic purpose, such a consolidation is necessary to provide a focus for performance accountability and to facilitate management by objective as suggested by the

Defined goals for education;
Process of needs assessment;
Priority allocation of resources; and
To reduce duplication and eliminate systems competition in Minnesota.

FROM THE PEOPLE TO THE PEOPLE



Analyze population characteristics, and actual or anticipated employment--- Develop policy decision and budget necessary to meet policy decisions--- Identify projected revenues, local property tax, fees, and others

Receive local plans and aggregate into regional plan--- Compare with regional aggregate of population characteristics and actual or anticipated employment--- Analyze for unnecessary duplication and/or potential consolidation for greater effect and mediate agreement with affected local units.

Aggregate regional plans into state plan--- Compare with state employment and population characteristics --- Identify available federal dollars--- Analyze, prepare and submit to legislature recommended state priorities and resource commitments necessary

Review executive recommendations and /or source data--- Analyze performance accountability, etc --- Make resource commitment and allocation.

Receive appropriation and priority mandates--- Notify regional and local of priorities and appropriation.

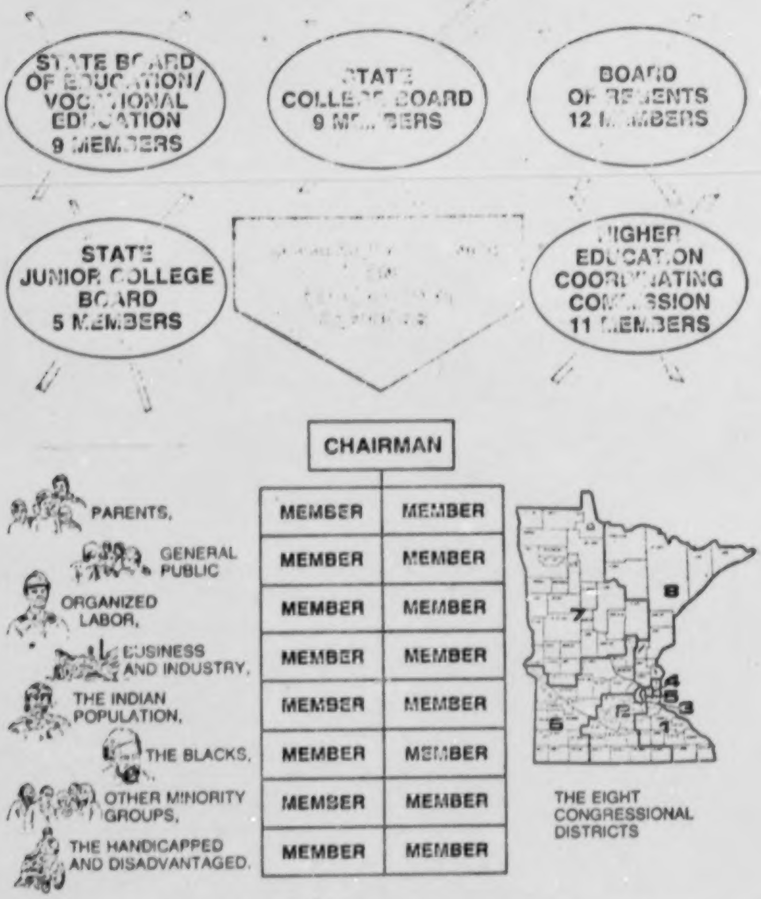
Review and analyze state and federal funding availability and priorities against regional needs and assist locals in performance commitment adjustment.

Adjust commitment and performance commitment, based on available federal and state funding priorities, against local priorities and needs--- Operate programs — maintaining uniform program and accounting system — providing for post program testing and /or followup system with students and/or employers

Report summary of performance to regional and/or appropriate other agencies and the public.

Review local performance accountability reports and aggregate--- Compare performance with the local plan commitment considering change influences--- Identify unmet needs.

Develop and provide uniform methods to measure: Population needs, Actual and/or anticipated job opportunities, Program performance--- Undertake random followup studies to determine appropriateness and effectiveness of programs receiving state and/or federal funding support--- Identify for efficiencies and deficiencies as consideration in the preparation of the next priority resource recommendation.


STATE BOARD OF EDUCATION/ VOCATIONAL EDUCATION 9 MEMBERS
STATE COLLEGE BOARD 9 MEMBERS
BOARD OF REGENTS 12 MEMBERS
STATE JUNIOR COLLEGE BOARD 5 MEMBERS
HIGHER EDUCATION COORDINATING COMMISSION 11 MEMBERS
CHAIRMAN
MEMBER
PARENTS,
GENERAL PUBLIC
ORGANIZED LABOR,
BUSINESS AND INDUSTRY,
THE INDIAN POPULATION,
THE BLACKS,
OTHER MINORITY GROUPS,
THE HANDICAPPED AND DISADVANTAGED.
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THE EIGHT CONGRESSIONAL DISTRICTS

It is recommended that the State of Minnesota establish a single 17 member board to be known as the "Minnesota Council on Educational Services." (This shall replace and supplant the previously identified five existing boards for educational program guidance:

State Board with 9 members,
State Junior College Board with 5 members,
State College Board with 9 members,
Board of Regents with 12 members, and
The Higher Education Coordinating Commission with 11 members.

MEMBERSHIP

It is recommended that the membership of the Council be established as follows:

***Chairman.*—Shall be appointed by and serve at the pleasure of the Governor of the State of Minnesota consistent with other provisions of State law and shall be a full time paid employee of the State of Minnesota. It is further recom-**

mended that a basic and the only qualification the Governor should consider is the selection of the chairman with broad experience in either business or professions, or both.

Members.—It is recommended that the 16 remaining members of the Council be divided and selected based on two major categories:

(1) Proportionate Representation: That a member of the State Council be selected representative of each Congressional District in the state. (The methodology for selection might be one of the following three: (a) election to office at the time of the regular biennial Congressional elections, (b) election by a vote of a caucus of elected members of the Minnesota House and Senate, including persons of all political persuasions, and (c) designated by the Governor of the State subject to the advice and consent of the Senate per traditional practice of the appointment process for state positions.)

(2) Representative of the citizen group demands for educational services: It is recommended that eight members of the Council be selected based on their direct representation of the following interest groups in the State of Minnesota, who have a prime concern for educational performance and accountability—(a) parents, (b) general public, (c) organized labor, (d) business and industry, (e) the Indian population, (f) the blacks, (g) other minority groups, and (h) the handicapped and disadvantaged. It is recommended that the terms of office of members of the Council, with the exception of the Chairman, shall be so established as to guarantee both continuity and continuous liaison between the Council and the citizens of the State of Minnesota. Members of the Council, with the exception of the Chairman, should be reimbursed for all out-of-pocket expenses incurred by virtue of their service on the Council and sufficient compensation to warrant their interest and active participation in meetings, deliberations, public hearings and other activities of the Council and/or its sub-working units.

THE MINNESOTA EDUCATION ADVISORY COMMITTEE

It is recommended that supportive to the activities of the Council there be created a Minnesota Education Advisory Committee made up of representatives from both the administrative and instructional level of all systems within the State responsible for the management and implementation of educational service programs. It is recommended that these individuals who serve by virtue of their position and responsibility within education should be reimbursed only to the extent of their out-of-pocket expenses and receive no compensation.

STATE OF MINNESOTA,
DEPARTMENT OF EDUCATION,
November 3, 1972.

To: Commissioner Howard B. Casmey, State Board for Vocational Education.
From: Robert P. Van Tries, Assistant Commissioner, Division of Vocational-Technical Education.
Subject: Response to 1972 Evaluation Report of the Minnesota State Advisory Council for Vocational Education.

The Division of Vocational-Technical Education has had the opportunity to review the evaluation report for 1972 by the Minnesota State Advisory Council for Vocational Education. Anticipatory to the requirement that the State Board for Vocational Education respond in the 1973–74 State Plan to this report, an initial response has been prepared at the request of the Board Chairman.

This seemed particularly prudent in view of the fact that the State Board and the State Advisory Council are to discuss this on Sunday evening, November 5. It is our intent that this document be the basis for additional discussion and should be viewed as being subject to change.

Attachment.

RESPONSE TO 1972 EVALUATION REPORT OF THE MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

After examining the evaluation report by the Council, it has become obvious that the Council spent considerable time reviewing the content of the 1972 State Plan for Vocational-Technical Education. However, the reaction by the Council seems very confined to the content printed in the State Plan.

The general statement in the beginning of the report indicates dissatisfaction with the 1972 State Plan as well as prior Plans in regard to the documentation contained. There is no question in our minds that the Plan information is inadequate for an accurate judgment in regard to the goals and priorities established within the Plan. The Plan is also totally inadequate in communicating the accomplishments of vocational-technical education services to the State. The lack of specific documentation and detailed information is by intent. The Plan is prepared to the precise guidelines defined by the U.S. Office of Education. It is our aspiration to provide the U.S. Office of Education with sufficient information to obtain their approval of the State Plan. It is not our intent to make it a document of great length as it is not a document *for* planning but one that accurately and succinctly summarizes the goals and objectives for the current year as well as projected over the coming five years.

Local educational agency staff and Division staff peruse monumental amounts of information in order to "establish accurate goals and objectives." To document and reprint all of the information would necessitate a Plan several feet thick. As indicated annually in the Public Hearing, the Division feels responsible for the goals and objectives and their documentation, and solicits the public to request back-up information in regard to decisions outlined in the State Plan. The Division would be very pleased to make available to the Council any particular back-up data which they might request.

Unlike past Council evaluation reports, the 1972 report is to be commended in that it makes some specific recommendations in regard to State level activities. We are particularly pleased with those that are in the area of program planning and operations and do not simply speak to the format of the State Plan document. In attempting to respond to the specifics within the evaluation report, the following narrative contains reprinted evaluation report statements and questions.

HOW APPROPRIATE WERE THE STATE'S GOALS AND PRIORITIES

Listed first are the several inadequacies perceived in the State Plan, followed by the recommendations in regard to this question.

1. The demographic data contained in Table II, Part II of the Plan does not reflect the nature of the need. The summarization of the information presented is misleading in that it does not reflect the range that exists using smaller geographic units.

There is total agreement with this statement: the table is to identify gross population groups in the state. As previously indicated, back-up data is voluminous and the possible methods of summarization are infinite. To determine a geographic unit that would portray all idiosyncrasies of population groups would undoubtedly miss some interest groups that could potentially be requested. Much of the base data in this regard is collected at the school and/or individual person level such that the unaggregated information could not possibly be reprinted. For example, the number of dropouts are collected by school building, which would necessitate the reprinting of figures for well over 500 entrees. This information is available and utilized by the Division in decision making. It is equally accessible upon request by interested parties.

2. There is no indication of the numbers of persons who indicate need and desire for vocational education programs.

This is also an excellent observation but one that has been imperceptuous because of the paucity of information. Through the efforts of the Research Review and Development Committee, this became a priority for work by the Research Coordinating Unit during the past two years. Considerable research effort has been expended in this regard such that a formal process can be established whereby need for vocational-technical services can be generated to identify population groups. Finalization of procedures for projecting need are anticipated during the current year and will be incorporated to the degree possible in the 1974 State Plan. The Council Research Committee chairman has been involved in the status of this project. If the Council desires, a full report could be made by the Research Coordinating Unit staff.

3. The data on manpower needs and job opportunities are restrictive and appear to represent an upper limit on the training opportunities that can be made available for the people of Minnesota. Furthermore, it is limited to a description of replacement and labor turnover as a basis for determining the need for prepara-

tory training. There is no indication of an effort to determine what the needs are for people who need training to maintain their employment or to advance to different employment.

The inclusion of manpower demand determinators made by the Research Coordinating Unit will unquestionably improve the figures on replacement and expansion in the labor force. The information on maintenance and advancement need is unavailable at present but is being researched in the same project indicated above in Item 2. It is our desire that we will be able to determine estimates of the internal mobility of individuals to make better judgments in terms of training needs for not only initial employment but re-employment, maintenance of employment, and advancement. In addition to our efforts, very little is presently being done to identify vertical and horizontal mobility within the nonprofessional labor force. Other public agencies which have this as a responsibility have been unable to provide us with source data. We would appreciate Council direction in regard to the degree to which the Vocational Division should duplicate the responsibility of other governmental agencies.

4. The projections of enrollment contained in Table III do not address the issue of equitable distribution across the state in accordance with the distribution of the needs of the population.

In actuality there are two points within this statement that should be discussed. The first is that Table III does not portray the issue of equitable distribution. This is quite correct, but the lack of portrayal is for the reasons earlier stated in that the information is of considerable volume.

The second point is in regard to equitable distribution. Information does exist and has been considered such that the Division is well aware of the maldistribution existing in certain programs. This is particularly true in our considerations of programming within cities of the first class. The lack of programs for persons in certain areas is being observed and placed on priority lists within the actual developmental activities in expanding services.

5. There is no discernable linkage between the goals described in Table III and the needs identified in Table I and II.

Without considerable knowledge of the vocational-technical education system, the linkage between the goals in Table III and the needs identified in Tables I and II are at best difficult to recognize within the State Plan. We can readily empathize with the Council's desire for a portrayal system that would show perhaps in a single chart a specific employment need, the geographic locations, followed by the specific program, followed by the activity and dollar expenditure. To produce such a document would not fulfill the intent of the State Plan and would necessitate considerable time and effort by State staff. Some examples of program linkages could be prepared in detail for the Council if it so desires.

The following contains discussion of the specific recommendations:

1. That the State Board of Education, through its Division of Vocational-Technical Education, formulate methods and procedures for more adequately determining the needs and desires of the population for vocational-technical education services. This Council further recommends that this needs assessment be conducted annually and that the results be incorporated into the State Plan as part of the planning process.

A previously indicated, considerable work is being expended on the needs of persons for vocational-technical education services. It should also be recognized that an additional problem in this regard is that the perception of an educator in what he believes an individual needs and what the individual himself thinks he needs may be incongruous. No one has yet formulated a strategy whereby the individual who has a need but is unwilling to avail himself of the service will become a beneficiary of the service. In the area of desire, the Minnesota State-Wide Testing Service does survey secondary students upon which we are able to observe the desire for attendance in post-secondary vocational-technical education.

2. That data be included in the State Plan that describes the number of people who make application or who would like to make application to vocational-technical programs and do not gain admittance.

Much of the data on persons being turned away from the area vocational-technical institutes has been kept in-house for an obvious reason. If it were widely publicized that the system were turning away students, it could easily become competitive within the institutes to have high turn-down rates so that they would be justified in pursuing expansion. At present it is thought that it is better to pursue only sufficient students to fill the available space such that large numbers are not disappointed when they are unable to receive service.

At the secondary level, instruments to survey student interests and desires in regard to vocational-technical programs have been designed and are being refined and utilized across the state to assist particularly in the expansion of programs in the vocational centers. This information is very much a component of the local program development and is aggregated in the budgetary planning for programs within the State Plan.

3. That the demographic data in the Plan be presented in a form that makes it possible to ascertain the needs.

If there is a way that demographic data could be presented to portray needs without involving reams of tables and graphs, the Division would be extremely pleased to receive such suggestions. As previously indicated, the research project should be able to fulfill this recommendation in future State Plans in the area of the needs of population groups.

WERE PROCEDURES SET FORTH IN THE STATE PLAN TO ACCOMPLISH EACH STATED GOAL AND/OR PRIORITY?

1. That a linkage be developed in the State Plan for identifying the specific goals, objectives and activities stated in Part II, Table III, that relate to program emphasis set forth in Part I, Section 3.0 of that Plan.

2. That procedures be set forth in the State Plan for assuring that any increases and/or decreases in available resources that may occur will be reflected in the programs, services and activities that have a high priority/low priority, respectively.

In the development of the 1974 State Plan it is intended that the goals and objectives within levels be priorities such that the areas of emphasis indicated in Part I, Section 3.0, of the State Plan may be better communicated. This will also provide guidelines whereby changes in funding levels would affect programming within the local school district.

EVALUATION SHOULD FOCUS UPON THE EFFECTIVENESS WITH WHICH PEOPLE AND THEIR NEEDS ARE SERVED

1. The evaluation procedures for secondary and adult programs be formulated and instituted at once. In making this recommendation, this Council urges, and is supportive of, the necessary increases in staffing and budget to allow its implementation.

Again, one of the priorities established by the Research Review and Development Committee has been in the area of evaluation. Within the work program of the Research Coordinating Unit for the current fiscal year as presented to the State Board in June, a project was to be undertaken in regard to evaluation follow-up procedures for secondary students. At the present time studies by both the ARIES Corporation and Project Baseline have indicated that evaluation, particularly through follow-up, has been substantively curtailed in most states. This is due to the fact that with one exception, Minnesota's post-secondary follow-up system, no one has been successful thus far.

Based on what we have been able to develop in the post-secondary follow-up system, we believe that a similar process can be developed for secondary students. Considerable effort has been expended by the Division of Planning and Development on a project to evaluate the secondary vocational center delivery system. A report in this regard has been made to the State Board, and we would highly recommend that it also be presented to the Council for its information.

Evaluation of adult programs has not been formally undertaken. It has been assumed that the individual willing to expend money in partial payment for the services and the endorsement of industry for the adult programs are direct indicators of their worth. In view of the restraints upon State Staff and budget as directed by the Governor, it is undoubtedly impossible to provide necessary increases in staff to institute programs at either level. It would be extremely beneficial for the Division to have available evaluation information in regard to adult programs such that they may be improved if found to be inadequate. Perhaps during the coming year as a part of the Council's evaluation endeavors, specific areas of adult programming could be evaluated and examined for the benefit of the Division and the adults.

2. The criteria for evaluation of all programs be uniform with respect to the goals and objectives of the programs.

This recommendation appears to be somewhat confusing. Every program, regardless of level or service, must have unique goals and objectives. The success of the program must be measured against those goals and objectives; therefore, uniform criteria cannot be established. However, certain guidelines have been given as minimal, such as the requirement that post-secondary programs have a placement rate of 51 percent or better in order to receive reimbursement.

3. The evaluation activities be broadened to include a measurement of the degree to which the programs, services and activities that were offered, served to meet the market demand for those programs, services and activities.

It would be our observation that follow-up information on the employability of graduates is quite specific in regard to meeting the market demand of the program. Of particular consequence is the data collected from the employers. If the Council believes additional information is necessary, the specifics in this regard would be appreciated.

HOW APPROPRIATE WAS THE ALLOCATION OF RESOURCES TO THE GOALS AND OBJECTIVES IN THE STATE PLAN?

1. That future State Plans include, to the extent possible, a description of the resources allocated to serve the purpose described in PL 90-576, Section 122(a) that are above and beyond those directly attributable to funds available through this law or for matching purposes.

2. The Division would make no effort to deny the fact that very little information in regard to *all* programs and *all* resources directed at vocational-technical education needs have been included in the State Plan. While this is undoubtedly one of the intents of Congress, we must question the intent in line with their action to fund vocational-technical education. With Congress supplying only 50 percent of the recommended level of funding and the state providing 70 to 80 percent of the actual cost, it would seem that the requirement for executing all the intents is subject to question. We must look at the provision that says "to the extent possible." Within the present funding level such efforts are quite impossible. However, it should be noted that considerable efforts to draw such information together are being made by the Department of Administration. If and when it becomes available to this Division, it will become a part of the planning information.

3. That Table III, Part II of the State Plan be modified to include an estimate of federal, state and local funds expended for each goal for the previous fiscal year.

This is certainly a legitimate request for comparison purposes. It is not required by the U.S. Office of Education and could be penciled in from the previous year's Plan in a matter of minutes by any Council member.

STATE OF MINNESOTA,
DEPARTMENT OF EDUCATION,
June 14, 1972.

OFFICE MEMORANDUM

To: State Advisory Council for Vocational Education.
From: Robert P. Van Tries, Assistant Commissioner, Division of Vocational-Technical Education.
Subject: Response to Council Memorandum of March 10.

As indicated at the last Advisory Council meeting, the Division of Vocational-Technical Education has prepared a response to the Council memorandum dated March 10, 1972.

After a review of the memorandum, the Division finds it very difficult to respond to several of the issues in that they are extremely nebulous. These generalizations as stated are certainly to be agreed with, but no indication is made by the Council as to whether or not the present educational services attain any degree of accomplishment. The following statements are prime examples: "Motivation is important" and "Training must be relevant." Certainly no educator or layman disagrees with these. They are the "in" phrases of all educational critics. Are these, then, to imply that we do not believe in them or that our students are not motivated and our training is not relevant? We believe the contrary exists in both instances.

The following responses to the discussion points will ignore statements such as these. However, it should be pointed out that they are ignored because of the lack of definity, and the inability to respond should not be interpreted as our acquiescence to guilt. Each of the points will be responded to in their order of presentation in the March 10 memorandum. Because of redundancy in the content, similar issues will not be responded to repeatedly.

It should be noted that, if the March 10 memorandum is attached to the sign-on document, a response such as this will be necessitated in the State Plan.

PROGRAM ACCESS AND SERVICES

1. Additional emphasis on cooperation between vocational-technical education and general education. The State Plan is needed to provide for more "job entry" capability by stressing the "world of work" to the student at a lower level in the educational process and continuing through the entire structure. To meet the needs of the rapidly expanding service industry, a closer liaison between instructors and industry is needed as well as better selection and guidance of instruction personnel. One of the biggest areas of need for programs and services is in secondary, adult, and apprenticeship training. Another area of need is that of handicapped and disadvantaged.

The Division of Vocational-Technical Education is making considerable strides in cooperative programs with general education. This is best exemplified in the passage of the position paper on career education by the State Board.

The State Plan as a document cannot stress world of work to students below the age of 14 through the regular channels. Such services are limited to research and exemplary financing, of which the majority is spent in this effort. Our efforts in this respect will provide career education participation for over 15,000 elementary students next year. Unfortunately, the U.S. Office of Education State Plan format does not provide for the inclusion of philosophic attitudes toward such training, which the Division supports. In addition, the format does not allow indication that the Division staff has been instrumental in aiding districts to obtain other funds for career education, such as Title III and the Quality Education Act.

Programming in the areas of the service industry are being expanded at a greater rate than any other field. The Bureau of Labor Statistics as well as Minnesota employment information indicates that the demand will be rapidly increasing, and every attempt is being made to meet the projected needs. Direct contact between instructors and industry is insured in the development of these programs due to the fact that every program has as an essential component a business or industry-based advisory committee.

By level the greatest expansion of vocational education will be at the secondary level. Considerable expansion will also take place in adult programs, including apprenticeship training. In the area of adult upgrading and retraining as well as apprenticeship, the vocational system anticipates serving in excess of 100,000 individuals. Undoubtedly this can be expanded, but it should be noted that this is analogous to the service given by all other systems of post-secondary education.

The area of handicapped and disadvantaged students is one in which it is difficult to provide concrete information. However, the following data indicates enrollments by ethnic origin and by handicapped and disadvantaged in the area vocational-technical institutes.

American Indian	185
Black American	110
Oriental American	21
Spanish Surname American	66
Total	[1] 382

Handicapped, 757=4.2 percent of the total enrollment.

Disadvantaged, 3,096=17.3 percent of the total enrollment.

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[1] 2 percent of total enrollment.

Similar data is not readily available on the secondary programs. In actuality this may be fortunate because vocational education programs attempt to humanize the educational opportunity, and the persons counted in the above figures for post-secondary programs are those who receive special funding services or have definable program services such that they are locally recorded. In addition to these, many students who are handicapped or disadvantaged attend regular classes but are not identified. It is our belief that their success is better insured by assuming that they are regular students and do not necessitate special consideration.

The State Plan guidelines are such that only monies expended directly on handicapped or disadvantaged persons are recorded. As an example of the students in the post-secondary institutions who receive support or sponsorship from other agencies (not necessarily in the above table), the following tabulation is presented:

Agency:	*Students involved*
Welfare	154
Rehabilitation	727
Veterans	2, 421
MDTA	856
Correctional Institutions	109
Other	811
Total	5, 078

2. Future State Plans must get away from the September-June syndrome and establish a year-round process that is flexible and allows students to change or add courses as needed to better meet the challenges of business and industry. Schools are not meeting the needs of students: requirements are often so high that only high-standing students get in, or must wait two or more semesters to enroll. Graduates that cannot get into desired training has the same problem as dropouts. Programs should be created for those who cannot meet the demands of the present programs—programs which are geared to the needs of all people.

At the present time the area vocational-technical institutes operate on an extended school year. Classes vary in length from one month to 22 months. Students may begin and graduate in some institute in the state any given month. The Division encourages and the institutes are rapidly changing to a full 12-month operation. As an example, the Anoka Area Vocational-Technical Institute will have in its lowest month of operation an enrollment of nearly 500 students.

Entrance requirements within the institutes have been a long time philosophic struggle for the Division as well as the local administrator. With vocational education riding a wave of popularity, there are many more applicants than spaces available. It is very difficult in an economic sense not to choose those students most likely to succeed. How would you make the decision? Random selection means low enrollments and high dropout rates.

Every attempt is being made to diversify and expand programs so that greater numbers may enter and receive training at a variety of levels. However, the access of high school graduates to programs can only be accomplished through the expansion of the post-secondary system which, as suggested by the Council, is of lesser priority than expansion in the secondary schools.

3. More programs are available to more people than before due to good locations of area schools, cooperation between universities, schools, secondary centers, etc. However, physical accessibility does not necessarily mean student accessibility. Programs are often limited to those who can meet the particular criteria. Not everyone has an awareness of program availability.

Efforts are continually being made to insure student awareness of vocational education. Expenditures made under the Education Professions Development Act have been directed at informing counselors and school administrators of the availability of vocational education and the concept of career education. This summer several hundred counselors and administrators will be in workshops sponsored by vocational education.

In addition, the operation of the Instant Information System through the Staples Area Vocational-Technical Institute has made on-line information in regard to post-secondary programs available to every student in the state. If more students were aware and desired access, we could only disappoint them. At present we must spend more energy on expanding offerings than on awareness.

As an example of present demand, the table on the following page shows the 1971 Minnesota College Statewide Testing information, which indicates that the demand for vocational education is increasing at an even greater rate than previously observed. The table indicates responses to the first question on the MCSTP questionnaire, "What do you plan to do the first year after you leave high school?" As indicated, 17,194 students stated their intention to attend an area vocational-technical institute.

During the period July 1, 1971, to February 29, 1972, there were 13,037 students who entered the area vocational-technical institutes as new students. While the capacity will increase by several thousand students in the coming year, it will certainly not provide space for the number of high school graduates who desire entrance.

MINNESOTA COLLEGE STATEWIDE TESTING PROGRAM RESPONSES TO POST-SECONDARY EDUCATION PLANS

	1969	1970	Change	1971	Change
Number of students tested [1]	66,757	65,820		66,453	
Plan to attend A.V.T.S	12,133	14,109	+1,976	17,194	+3,085
Plan to attend University of Minnesota or branch thereof	11,184	11,579	+395	11,632	+53
Plan to attend state college	7,791	7,524	−267	6,962	−562
Plan to attend state or private junior college	5,502	5,505	+3	6,137	+632
Total	36,610	38,717		41,925	

[1] Remainder: No response, not planning to attend college or post-secondary institution, or non-Minnesota college.

4. Present legislation provides for meeting people needs regardless of where they live rather than training for specific job openings geared to particular areas. Training people for work in Minnesota only must be broadened to offer and affect training that prepares people to find employment anywhere in the country. The State Plan needs to address itself to population patterns and densities rather than to defined areas. The present situation has led to some parts of the state being overstaffed with instructors and overfacilitated with real facilities for instruction purposes while other areas are understaffed and underfacilitated.

The State of Minnesota established its system of area vocational-technical institutes in an effort to make training available to all citizenry. As a result, the beginning schools were established in the rural areas where the demand was the greatest. The demand now being in the metropolitan area, this is where the greatest expansion is taking place at the present time.

The accusation that areas are overstaffed and overfacilitated would imply that empty classrooms exist, which we would categorically deny. At the present time the average classroom in the 33 institutes is utilized in excess of ten hours per day, five days per week. In addition to the established facilities, 228,476 square feet of space are being leased to provide an additional 54 classes to 1,250 students.

Historically, the system has made an attempt to provide training that best prepares the student to be employable in Minnesota. Rural institutes have taken great pride in the fact that their graduates have become employed in the local region. To emphasize employability at a national level is to generate an export business, investing tax dollars into the preparation of individuals who will return tax income to another state. The follow-up of graduates last year showed that approximately 7 percent did become employed outside the State of Minnesota. This number is small and should be looked upon with pride in terms of the economic growth of Minnesota.

As long as employability is possible in Minnesota through the vocational programs, this will be the prime objective. If (and only if) the business and industry development in Minnesota is such that employment is not available, will the conscious effort be made to export graduates.

It should also be pointed out that the area vocational-technical institute graduate is not a journeyman, but has entry level skills. The basic core of skill and knowledge attained in the classes usually allows a student considerable mobility if he desires. Few curriculums are geographically restricted.

NEEDS ASSESSMENT

1. The quality of education is very important. There is need to give more attention to basic educational needs. Better and more relevant skills need to be learned in school through more exposure to tools, machines, methods, etc. Updating and upgrading of the instructional staff should be continual.

Much of the findings through the career education projects in elementary schools as well as the expansion of programs through the secondary centers indicates that students can be "turned on" through the exposure to experiences relating to the world of work. These findings are being disseminated to the general education community; and even though the State Plan cannot directly provide basic education, it does not ignore the need.

The local vocational instructional staff are undoubtedly the most pressed to maintain their competence. It is the only area in which life certification has never been recognized. Every vocational instructor is required to obtain further education through formal instruction, technical workshops, and work experience in order to be qualified for recertification.

2. Counseling is important, and as above, the quality and awareness of the counselors to the "world of work." Counseling is too general; it should be more specific. Every classroom teacher must be a counselor.

No comment.

3. Should needs be assessed by what people ask for or by what they really need? Council feels it should be based on what people really need. Handicapped and noneducated cannot meet the standards of the schools so their needs are not being met.

The determination of what people "really need" has been and will continue to be an argument insolvable. To propose programs based on people's needs is an excellent philosophic position. However, it is one indefensible in terms of objective data.

Through the Research Coordinating Unit a considerable amount of energy has been expended in designing methods to assess the needs of various populations in the state. It is our belief that we have some excellent tools available in this respect, but at best it is admittedly a very inprecise science.

The example of handicapped and noneducated might be cited. What *are* their needs? Should we say? Should the psychologists say? Should the sociologist have input? And what about business and industry? Each has its own answer and solution. Vocational education cannot be all things to all people. We are ready and willing to provide persons with training programs if they will avail themselves to the opportunity.

4. Feedback from employers is very important. Schools need to know how a graduate is doing, what the school can do to improve its instruction and training. Is the large amount of skill development training provided by employers due to lack of specialized education and training or by a preference of the employer?

Through the Student Follow-Up Project at the University of Minnesota, this state undoubtedly has the best feedback system and follow-up of students within the United States. Information on the success of students is collected from employers and directed back to the institutes for the purpose of improvement.

The statement in regard to further training provided by employers is interesting but may not be accurate in terms of a generalization. The Follow-Up Study shows that graduates of the area vocational-technical institutes do not obtain a great deal of skill development training from their employers. Such training is much more the case with graduates of four-year institutions, where the education by intent is general rather than specialized.

The implication that a lack of specialization may exist seems incongruous to the suggestion in Number 4 of Program Access and Services, which states that programs should be broadened.

5. Occupational information should be included when youngsters are learning to read. They should grasp the fact that reading is important to any occupation and learn about that occupation while learning to read.

Previously commented on in regard to career education.

PROFESSIONAL CERTIFICATION

1. Relevancy is needed in certification as in education. Certification requirements should be reviewed carefully in order to have a combination of education plus work knowledge plus necessary skills. There seems to be no relationship between the criteria for certification and the effectiveness of education programs. Certification is accomplished by meeting certain academic requirements—there should be a better way of determining competency. Certification can strengthen career and vocational education concepts, assuming it is realistic to the competencies and outcomes which are established. Recertification is too often almost automatic.

The certification specifications in the State Plan are reviewed each year. As previously indicated, recertification is far from automatic. Requirements are specific in terms of upgrading and updating by the instructor. In addition to academic requirements, all vocational personnel are required to have a knowledge of work through direct experience.

The Division, in conjunction with the Department of Education's Certification Division, is exploring methodology whereby certification can be competency based. The literature indicates that all of the States are struggling with this concept. This again is an excellent philosophic position, but one that is wanting for lack of definition of competency and the measurement thereof.

PROGRAM EVALUATION

1. A preview of the "world of work" should be given to youngsters starting in the first through sixth grades and reinforced at the seventh through fourteenth levels. Close cooperation between instructors and business and industry is needed. Vocational-technical instructors should be consultants to general education instructors at all levels in the educational structure.

Previously responded to.

2. A major problem of vocational-technical education is that it is a program-oriented structure instead of people-oriented. A strong recommendation is to change the structure to reflect and point out people needs.

It would be the belief of the Division that the present system of vocational-technical education is one that is programmatically structured but not to the demise of people. It is necessary in the organization of an educational institution to have program definitions. To do so does not disallow a responsiveness to the needs of individuals.

The services to special groups of people have previously been pointed out. To this it should be noted that there are presently 1,200 non high school graduates and over 1,800 former college students enrolled in the area vocational-technical institutes. Such diversity of background and ability in classrooms puts greater demands on instructors—instructors which we believe are adequate to the task and can provide an educational milieu for persons regardless of need.

3. Career education: The concept of providing career relevancy in all public education prior to the actual skill or discipline acquisition. It deals with all education which precedes specific discipline. Vocational education is an identifiable entity in itself. Career education takes place before vocational education. The responsibility of vocational education to career education is to provide leadership. This is the role in converting all of education to the career concept. As soon as the concept is grasped, vocational education should step aside.

The present leadership as well as the predominance of funding in career education *is* presently coming from vocational education. While the vocational educator may take the responsibility for leadership, it is a unique and difficult task to engender followership in the general education community. While the advances to date may seem small, they are in fact monumental in view of the immensity of the task of changing an entire system.

4. So much of what is required now in education is irrelevant to the occupational goal. The concept that "the way to become educated is sitting in a chair" must be changed.

To learn by doing is basic to vocational-technical education.

5. There is not sufficient focus on disadvantaged and minority groups. They are still properly identified, located, and cataloged.

While previously commented on, it is sufficiently important that it be reiterated that the vocational system makes overt attempts to offer vocational education to the disadvantaged and the minorities.

However, there is no one in vocational education who should be in the position to identify, locate, and catalog individuals. The disadvantaged and the minorities have long resented such cataloging; and our best avenue of service is to minimize (ignore if possible) their differences and maximize their abilities, integrating them into the present system without identification.

Other agencies (Manpower Services, Department of Public Welfare, Office of Economic Opportunity, etc.) have governmental responsibility to provide the vocational system with information in regard to such populations and make appropriate referrals. It is our obligation to accept them, which to our knowledge we have done without discrimination.

FUNDING

1. We are getting more for the vocational dollar than any other educational dollar. We are getting more from it than we are putting into it if the graduates are employed in the field for which they were trained. We are getting greater long-term tax refunds from the products as compared to the academic dollar. A small percentage of them are welfare recipients.

We would agree with this as an opinion, but would caution anyone to make such a statement in view of the fact that no hard data exists to substantiate these claims. Research is presenly being conducted in this regard such that a better economic case for vocational education may be established.

2. Courses should not always take the top applicants, but rather, the lower level people. Motivation is important. Training must be relevant.

Previously responded to.

3. There is a fear among them of trying something new. We must find people to work with those who are afraid to try something new. There is a potential but also a fear; therefore, there must be something to bridge the gap.

We are unable to respond to this, not being fully aware of to whom "them" refers.

MINNESOTA STATE ADVISORY COUNCIL
FOR VOCATIONAL EDUCATION,
Saint Paul, Minn., March 31, 1974.

Care of Commissioner Howard B. Casmey.
MINNESOTA STATE BOARD OF EDUCATION,
Saint Paul, Minn.

DEAR STATE BOARD MEMBERS: Pursuant to its responsibilities under the provisions of Public Law 90–576, the State Advisory Council for Vocational Education submits the enclosed recommendations for your consideration in finalizing the State Plan for Vocational Education for Fiscal Year 1972.

These observations and recommendations are a culmination of a Council work program which has included visits and meetings with community as well as educational leaders around the state, discussions with personnel of your division of vocational education, and a review of the state plans for fiscal years 1970 and 1971.

Sincerely yours,

BURLEIGH E. SAUNDERS, *Chairman.*

MINNESOTA STATE ADVISORY COUNCIL
FOR VOCATIONAL EDUCATION,
Saint Paul, Minn.

Mandate 1.—To organize vocational education into a single planning, operating and reporting system.

This Council feels the State Plan does respond to the first mandate. There is a philosophical question of whether it has been wise to identify vocational education as a separate subsystem or system because of the importance of educating all elements of the educational system to the world of work. However, within existing frames of reference, the State Plan can be endorsed on its moves to draw up long-range plans, annual plans and reporting systems. It was felt certain areas in the State Plan need strengthening:

(a) It does not provide effective means for defining the demand for vocational education in Minnesota or assessing the job opportunities, actual or anticipated.

(c) It does not clearly outline or define funding levels needed to do the job. The "excess cost of vocational education" concept needs further explication.

Mandate 2.—To provide for coordinated equalization of vocational program opportunities for persons of all geographic areas of the state.

Elementary

Every child, during the years of required attendance, must receive services, which include survey of, and orientation to, the work and occupational opportunities based on his "needs, interests and abilities."

This recommends that programs of survey to the world of work and to help the individual to explore this "world" in light of his "needs, interests and abilities" must be an integral part of elementary and secondary education. It is in such programs that the tendency to unilaterally fund or operate programs as "vocational education" needs to be seriously reexamined. This Council is of the view and recommends that—

> occupational education programs at other than the post-secondary level need priority funding, using all possible sources of support available to the State Board of Education and the schools—not just federal vocational education dollars.

The anticipation of this Council is that if such programs are offered at particularly the elementary level the result will be:

(a) A better means of anticipating the demands for skill development services at the high school and post-secondary program level.

(b) That skill development programs can and must be designed to give the individual leaving formal education at age 16, or beyond, occupational capability or a commitment to further occupational training.

Secondary centers

This program, undertaken as an innovation identified in the State Plan for Fiscal 1970, would seem to have proven its value. It should be:

(a) Formalized and funded as an operation, rather than experimental program.

(b) Given priority as one means of serving more of the needs for vocational education in the metropolitan area.

(c) Strengthened by satisfying the program of funding transportation costs of moving students to and from the central facilities.

(d) Recognized as having a primary responsibility to provide salable skills for all students, not just as a feeder system to post-secondary programs.

The development of multiple districts—the joint district approach—for providing vocational schools for Hennepin, Dakota, Ramsey and Washington counties is a good and strong move for the area. Are there other communities in the state that might join in this manner to advantage? The Range area? The southwestern metropolitan area lying beyond the present Hennepin County 13-district area? The approach is provided for in the State Plan and there is no reason why other areas cannot take advantage of it.

The Council questions whether vocational education adequately serves the needs of people; it is felt it does not, with a lot yet to be done. Does it meet the criteria of need and availability for:

(a) High school students: it does not

(b) Post-secondary: doing better in this area

(c) Pre-employment training: doing a good job but can be done to a greater and better extent

(d) Employed and unemployed adults: provisions are there but ways will have to be found of promoting and advancing them

(e) Disadvantaged: much more needs to be done

(f) Handicapped: much more needs to be done and perhaps the vocational centers would find this an area they can serve

Post-secondary

Minnesota's network of post-secondary vocational institutes has received justifiable acclaim nationally. It serves well the need to offer post-high school education to meet the demands of a highly specialized technological era. The visits of this Council suggest that post-secondary institutes have a capability beyond their traditional function, and offer program resources which remain untouched. Therefore, priority should be given to:

(a) Determining the capability of each institute to broaden its function to serve as a resource towards providing programs for the elementary and secondary system, as was intended in the 1945 legislation authorizing such institutes, special needs groups, such as served by training in the MDTA program, and adults.

(b) Encourage post-secondary institutes to use their capabilities to sponsor or assist such other programs, independent of considerations of relationship to the enrollment for post-secondary courses.

(c) Providing incentives to the post-secondary institutions for such expended activity.

Non-public programs

Visits to non-public schools suggest a need to appreciate more the role of the non-public program in meeting people needs. Consideration should be given to:

(a) Determining the capabilities of non-profit and proprietary institutions and ways of encouraging these institutions, and prospective students, to make use of this capacity to alleviate pressures on public vocational programs and to facilitate priority use of public funds to provide programs for those unable to be served by non-public institutions by virtue of economic, social, physical or mental disadvantages.

(b) Studying the program cost differential between public and non-public programs, which are otherwise equal, to determine:

(1) If and where there is a cost differential

(2) the efficiency of dollar use to support non-public institutions by providing assistance in areas authorized under provisions of PL 90-576 and/or Minnesota Statutes.

This Council is aware there are presently some 16,000 enrollees in full time programs in vocational education—and have been told from projections it would appear facilities will have to be provided for 34,000 students. According to Department personnel, almost 85 million dollars is needed for building: should federal and state funds be used to support this? Where should the funds be spent? Expansion should be at both the post-secondary level and the secondary level, with a major proportion of the expansion in the metropolitan area. A much more comprehensive program needs to be applied to the metropolitan area where population and business development is occuring.

The demand to serve more people with vocational education programs suggests, in some cases, pressures on facilities currently straining at the seams, evidence in its visits around the state. The need to construct or expand facilities is endorsed by this Council. However, facility expansion should be based on:

(a) implementation of these recommendations, particularly consideration of the non-public institute potential for service.

(b) restudy of the efficient use of existing facilities considering such factors as possible 12 month operation, maximum daily capacity through multiple dawn-to-dark scheduling, more effective use of available space, etc.

(c) a study of the benefits of lesser dependence upon post-secondary vocational institutes, both in terms of level of training offered and decentralization to use the capacities to other structures, particularly in curricula areas with minimal equipment/machinery as the criteria.

Mandate 3.—To provide for the vocational education needs of disadvantaged persons in regular programs or to devise special programs for services to them, and

Mandate 4.—To provide for the vocational education needs of handicapped persons in regular programs or to devise special programs for services to them.

The Council makes the following general suggestions:

(a) Development of an advisory committee at each appropriate program level in the state to assist in establishing guidelines for identification of need and evaluation of program effectiveness.

(b) Employment of staff to develop guidelines for school districts to more effectively identify the handicapped and disadvantaged.

(c) Re-examination of the prerequisites for entry into vocational-technical schools, with the idea of increasing flexibility in requirements to allow more people to enroll in a variety of programs designed to fit the specific needs of handicapped and disadvantaged.

(d) Development of a plan for allocation of funds, with percentages assigned to new programs and to expansion and improvement of existing programs, such as 75 percent for operation and 25 percent for new program development.

(e) Development of a system of evaluation to insure quality performance and assurance that students will reach their level of competency.

Specifically, the Council recommends:

The success of the placements of trainees at the Cambridge School suggests the value of this program. Yet, only 24 of 1,200 at the institution are enrolled in the program. Priority should be given to:

(a) exploring other applicable offerings of curricula suited to the interests as well as abilities of the men and women at the institution to determine if broader training opportunities can bring a greater number of enrollees.

(b) funding this program, using vocational dollars to supplement other available resources, so that purely economic considerations do not limit this program.

This Council's committee visit to the Red Lake Indian Reservation and finding is that services now provided fall far short of meeting the potential demands for training. Needed is:

(a) priority funding for services to this and other areas of concentrated Indian population, and at the same time,

(b) recognition of the variety of educational opportunities offered, particularly to Indian youth, and planning to provide programs tailored to adults and those not eligible or interested in other opportunities. This implies Indian participation in determining "people needs" for Indians.

Mandate 5.—To provide pre-service and in-service education for teachers to meet the needs identified in the Vocational Education Act and the State Plan.

The Council is in agreement that the State Plan does provide for pre-service and in-service education for vocational teachers to meet the needs identified in the Vocational Education Act and the State Plan. The program of in-service education offers much promise, yet the challenge here is extreme. Vocational education cannot always be struggling to "catch up" but must make some provision for training in advance for changes in occupational fields. There is feeling that there is need for a more forceful feedback into teacher education programs of the changing demands of the occupational world for all teachers, both pre-service and in-service. It was believed that counselors, as well, should be included in the need for in-service education.

In-service teacher training, oriented to the world of work, should be recommended for all areas of educational effort falling under the purview of the State Board, with funding coming from all the sources that ordinarily support such educational efforts. This Council believes there is money being spent on courses that are not as relevant or as important to a student's education—money that could more advantageously be spent on vocational education courses.

Mandate 6.—To develop systematic methods for finding, designing, testing and installing more efficient and effective ways of providing vocational programs and services to people.

This Council feels study must be made of what is meant by identifying and finding, by testing and evaluating. Identified as possible are services of the Research Coordinating Unit, giving individual projects support and utilizing the secondary centers and post-secondary institutes. All of these means should be provided for, although preference is for individual projects or studies.

The Council sees the need to look at the full range of secondary, post-secondary, adult, etc. programs:

(a) For evaluation: if there are successful programs, the need is to identify what makes them successful and bring others to that level.

(b) To meet new needs: how to determine? Employers should have an opportunity to contribute.

(c) For placement follow-up: employers could evaluate the workers in their fields.

(d) In assessment: directors, local directors, placement officers and others should be able to give individual pictures of needs in their area. Individual schools should have some funding for exploring and identifying in their area. The State Plan should assure these things are promoted.

(e) Funding is important to undertake studies: the State Plan is set up in these areas but emphasis on promotion and investigation, with some funding, would help. There should be a broad spectrum of offerings and a greater effort to serve the state.

Mandate 7.—To plan and operate consumer homemaking programs in all geographic areas of the state, with special emphasis on the unique needs of disadvantaged persons.

This Council is well satisfied that the programs for consumer-homemaking are surpassing the expectations suggested by the provisions of PL 90-576. Our concern is not with the current program activities, but rather with the need for the State Board of Education to maintain such programs even in the event that federal vocational dollars are no longer available. Further, these programs that have been generated need to be multiplied to reach more people.

MINNESOTA STATE ADVISORY COUNCIL
FOR VOCATIONAL EDUCATION,
Saint Paul, Minn., March 10, 1972.

MEMORANDUM

To: State Board of Education.
From: George DeLong, Chairman.

The following is a synopsis of discussion by the Advisory Council at its March 9 meeting. A complete discussion, point by point, is being given to your chairman for his files.

PROGRAM ACCESS AND SERVICES

1. Additional emphasis on cooperation between vocational-technical education and general education. The State Plan is needed to provide for more "job entry" capability by stressing the "world of work" to the student at a lower level in the educational process and continuing through the entire structure. To meet the needs of the rapidly expanding service industry, a closer liaison between instructors and industry is needed as well as better selection and guidance of instruction personnel. One of the biggest areas of need for programs and services is in secondary, adult, and apprenticeship training. Another area of need is that of handicapped and disadvantaged.

2. Future State Plans must get away from the September–June syndrome and establish a year-round process that is flexible and allows students to change or add courses as needed to better meet the challenges of business and industry. Schools are not meeting the needs of students: requirements are often so high that only high-standing students get in, or must wait two or more semesters to enroll. Graduates that cannot get into desired training have the same problem as dropouts. Programs should be created for those who cannot meet the demands of the present programs—programs which are geared to the needs of all people.

3. More programs are available to more people than before due to good locations of area schools, cooperation between universities, schools, secondary centers, etc. However, physical accessibility does not necessarily mean student accessibility. Programs are often limited to those who can meet the particular criteria. Not everyone has an awareness of program availability.

4. Present legislation provides for meeting people needs regardless of where they live rather than training for specific job openings geared to particular areas. Training people for work in Minnesota only must be broadened to offer and affect training that prepares people to find employment anywhere in the country. The State Plan needs to address itself to population patterns and densities rather than to defined areas. The present situation has led to some parts of of the state being overstaffed with instructors and over facilitated with real facilities for instruction purposes while other areas are understaffed and underfacilitated.

NEEDS ASSESSMENT

1. The quality of education is very important. There is need to give more attention to basic educational needs. Better and more relevant skills need to be learned in school through more exposure to tools, machines, methods, etc. Updating and upgrading of the instructional staff should be continual.

2. Counseling is important, and as above, the quality and awareness of the counselors to the "world of work." Counselling is too general; it should be more specific. Every classroom teacher must be a counselor.

3. Should needs be assessed by what people ask for or by what they really need? Council feels it should be based on what people really need. Handicapped and non-educated cannot meet the standards of the schools so their needs are not being met.

4. Feedback from employers is very important. Schools need to know how a graduate is doing, what the school can do to improve its instruction and training. Is the large amount of skill development training provided by employers due to lack of specialized education and training or by a preference of the employer?

5. Occupational information should be included when youngsters are learning to read. They should grasp the fact that reading is important to any occupation and learn about that occupation while learning to read.

PROFESSIONAL CERTIFICATION

1. Relevancy is needed in certification as in education. Certification requirements should be reviewed carefully in order to have a combination of education plus work knowledge plus necessary skills. There seems to be no relationship between the criteria for certification and the effectiveness of education programs. Certification is accomplished by meeting certain academic requirements—there should be a better way of determining competency. Certification can strengthen career and vocational education concepts, assuming it is realistic to the competencies and outcomes which are established. Recertification is too often almost automatic.

PROGRAM EVALUATION

1. A preview of the "world of work" should be given to youngsters starting in the first through sixth grades and reinforced at the seventh through fourteenth levels. Close cooperation between instructors and business and industry is needed. Vocational-technical instructors should be consultants to general education instructors at all levels in the educational structure.

2. A major problem of vocational-technical education is that it is a program-oriented structure instead of people-oriented. A strong recommendation is to change the structure to reflect and point out people needs.

3. Career education: The concept of providing career relevancy in all public education prior to the actual skill or discipline acquisition. It deals with all education which precedes specific discipline. Vocational education is an identifiable entity in itself. Career education takes place before vocational education. The responsibility of vocational education to career education is to provide leadership. This is the role in converting all of education to the career concept. As soon as the concept is grasped, vocational education should step aside.

4. So much of what is required now in education is irrelevant to the occupational goal. The concept that "the way to become educated is sitting in a chair" must be changed.

5. There is not sufficient focus on disadvantaged and minority groups. They are still not properly identified, located and catalogued.

FUNDING

1. We are getting more for the vocational dollar than any other educational dollar. We are getting more from it than we are putting into it if the graduates are employed in the field for which they were trained. We are getting greater long-term tax refunds from the products as compared to the academic dollar. A small percentage of them are welfare recipients.

2. Courses should not always take the top applicants, but rather, the lower level people. Motivation is important. Training must be relevant.

3. There is a fear among them of trying something new. We must find people to work with those who are afraid to try something new. There is a potential but also a fear; therefore, there must be something to bridge the gap.

STATE OF MINNESOTA,
DEPARTMENT OF EDUCATION,
June 2, 1971.

OFFICE MEMORANDUM

To: State Board for Vocational Education, State Advisory Council for Vocational Education.

From: Robert P. Van Tries, Assistant Commissioner, Division of Vocational-Technical Education.

Subject: State Plan Summary. Reference: State Advisory Council Memorandum, March 31, 1971.

In view of the fact that the State Plan is prepared under U.S. Office of Education guidelines, it becomes a lengthy and imperspicuous document. Therefore, the Division of Vocational-Technical Education has attempted to summarize the document into laconic form.

Rather than follow the outline or order of the State Plan, the information herein is in direct response to the memorandum dated March 31, 1971, from the Council to the Minnesota State Board of Education. It should be recognized that much of the material in this summary cannot be found verbatim in the State plan because of its lack of explicit information. This summary is not intended to identify monetary expenditures but is intended to define activities that will be undertaken at the State and Local levels that are related to the aforementioned memorandum.

Mandate I.—To Organize Vocational Education Into a Single Planning, Operating, and Reporting System.

The Division finds it difficult to comment on the philosophic question in regard to its identity as a subsystem of education because to do so is to threaten its very existence. To move vocational education into a general component of the entire system leaves open the possibility that it become buried within the priorities established by the academic community. As a separate entity categorically funded, the inclusion of vocational-technical education in the system is felt to be insured. We will depart from this attitude only when adequate assurances are in hand.

While much has been accomplished in the area of planning of vocational-technical education, considerable work remains. The ineffectiveness of projecting job opportunities is not unique to the vocational education scene in Minnesota but one common to the nation. Solutions to this problem will be sought through research conducted by the Research Coordinating Unit in conjunction with other studies being done by the University of Minnesota and conjunctively with activities under the Economic Development Act. Additional data sources are constantly being sought as well as new methods of analysis. It must be recognized that no system of planning and projecting is perfect.

Emergency and unpredicted situations will always arise which require constant adjustment of goals and objectives. The placement of vocational education under the restraints of the Higher Education Coordinating Commission has caused some delay in the delivery system. However, vocational educational is undoubtedly more able to respond to emergency or crash programs than any other segment of post-secondary education. In direct response to this problem, a request has been made and endorsed by the State Board of Education whereby those programs offered once and of short duration need not be approved by the Higher Education Coordinating Commission.

In regard to funding, the State Plan does not and cannot define funding levels necessary to do the "job" until that "job" is more precisely defined. In conjunction with the previously mentioned job opportunity projections by the Research Coordinating Unit, a system of identification of people needs is being researched. Completion of this project is anticipated during the coming year. Upon completion, a gross estimate of the excess cost of vocational education would be available.

It should be realized that the existence of such a funding projection cannot be done other than at a molar level because to do so with precision would be a monumental task, perhaps exceeding in cost its worth. Also, the existence of such information does not imply acceptance within the political, social, and educational communities in Minnesota. Undoubtedly, factors relating to the growth of vocational education cannot be cost-out because they are tied to the attitudes of people and will only come about through gradual and planned change.

Mandate II.—To Provide for Coordinated Equalization of Vocational Program Opportunities for Persons of All Geographic Areas of the State.

In 1970 the Division funded 14 institutions to plan "orientation to the world of work" proposals. During the coming year the Part D exemplary funds will be used to develop curriculum and provide in-service training to elementary teachers in work awareness, orientation, and exploration of occupational activity. Approximately 11,000 students will be served by these projects and several hundred teachers will be trained.

Because the inclusion of vocational education components is a high priority in Minnesota, EPDA funds are also being utilized to promote interdisciplinary curriculum material with occupational study as a core. The Division will also be assisting seven districts by sharing up to 50 percent of in-service training costs for conducting elementary and secondary teacher summer workshops which focus on the redirection of teacher attitudes and concepts built upon the career development theme. To date, 53 school districts, mostly elementary and junior high school, have requested and received consultative assistance from the Division of Vocational-Technical Education regarding career development planning and implementation.

In addition to the use of vocational categorical aid, Title III federal money has been combined to better promote and support programs at the elementary and secondary levels. Special needs projects have been jointly funded through Special Education, Vocational Rehabilitation, Department of Corrections, and the Department of Welfare.

Seeking transportation reimbursements for vocational center student travel illustrates seeking additional monies to make secondary vocational opportunities available to more students. Upper Great Lakes funds have frequently supplemented vocational education money at the secondary as well as the post-secondary level.

The secondary centers have been formalized and a center manual is being printed. It will be distributed to all superintendents and secondary principals in Minnesota between June 4 and June 20, 1971. The goal is to share this information so that more secondary vocational opportunities will be provided to more students. Pages 31–32 of *Developing and Operating a Vocational Center* include the definition of a vocational center school as included in an amendment to Minnesota Statutes 1969, Section 120.05. The State Plan for Vocational-Technical Education for 1972 includes four criteria for a reimbursed vocational center. This is reprinted on page 30 of *Developing and Operating a Vocational Center*.

The State Plan for Vocational-Technical Education, 1972, has revised the goals of secondary vocational education. These are:

Exploration of job opportunities and competencies required in a career cluster;

Preparation for entry into a job;

Preparation for a specialized education program at the post-secondary level;

Opportunity to relate basic education courses to individual career goals.

A post-secondary feeder system is but one of the four goals, but a very worthy goal for some students. The center manual identifies the same goals for secondary vocational education and lists additional goals for a career education program at the elementary level and at the junior high level. Funding for vocational center busing has been requested from the Legislature. The request from the Department is for 80 percent per student per year in addition to regular school transportation aid.

The three new area vocational-technical schools in the metro area are ready-made vocational centers in the metro area. Dakota County Area Vocational-Technical School will begin horticulture and health for all secondary students in the member districts. Prior to fall 1971, no secondary student in Dakota County has had either of these vocational opportunities.

The magnet school concept and the quadrant school concept are being explored in Minneapolis and Saint Paul respectively. Each is a vocational center concept; and when they materialize, students will be bused to specialized vocational programs within the city system. By offering secondary vocational programs at several locations in each city, each secondary student will have an opportunity to enroll in a center education program appropriate for his needs.

Area vocational-technical schools are beginning to utilize space for secondary programs as well as post-secondary programs. Examples include Eveleth, Jackson, Detroit Lakes, and Thief River Falls, which were involved in vocational center programs for secondary students during 1970–71. Pine City, Staples, Granite Falls, and Hutchinson will be involved in vocational centers during 1971–72, and several others offer secondary vocational programs for their own district's students in area vocational-technical school space.

Special needs programs held in state institutions are offered by area vocational-technical schools including Pine City (at Cambridge and Lino Lakes), Brainerd (at Brainerd State Hospital), Rochester (at Rochester State Hospital), Staples (at Sauk Centre), and Mankato (at Saint Peter). Programs at the institutions are for residents and are not designed to be regular post-secondary programs or to lead to them. Special secondary-level programs designed to meet the comprehensive needs of school-age pregnant girls are offered by area vocational-technical schools at Saint Cloud. Willmar, Brainard, Moorhead, and Rochester, Faribault, Suburban Hennepin, Saint Paul, and Granite Falls are planning similar programs for 1971–72.

Recognizing the need for expansion of vocational services, the Vocational Division has indicated to the various school districts that within the policy established by the Division to operate through local districts, they may contract directly with public agencies to provide vocational education to students. Additional information is being sought on those providing vocational programs within the state. Status data has not been available in the past. Upon availability of better program and fiscal information, this policy will continue as is or be revised.

Vocational education, to meet its demand, has recommended that the state begin an $8 million yearly expansion program in addition to facilities presently being constructed in the metropolitan area. The criteria upon which expansion will take place will be related to the present efficient use of existing facilities and the programmatic relationship to past operation at secondary, post-secondary, and adult levels. During the interim, rented facilities will be used in many cases. However, the use of non-public institutions will be left to the discretion and leadership of the local educational agencies.

However, private colleges have been given service of state staff in the preparation of reimbursable consumer-homemaking staff. The six currently approved private colleges have provided, without the aid of vocational reimbursement to teacher education, consumer-homemaking staff for many Minnesota vocational programs.

While many persons have assumed that the addition of secondary vocational education would relieve pressures put on post-secondary institutions, initial experience has not proved this to be fact. Actually, the opposite has become somewhat apparent. Students "turned on" by a relevant education seek additional training at the area vocational-technical school, thus causing an increased pressure on those facilities.

In an effort to minimize this, considerable energy is being expended by State staff to promote identifiable career ladders for students enrolled in secondary and, later, post-secondary programs. Means are being identified by which students obtain advanced placement or credit for secondary programs, thus reducing the time spent in the post-secondary facility, which will eventually result in less pressure on the post-secondary facilities.

Division leadership has resulted in much greater flexibility and diversification of programs exemplified by:

1. Comprehensive school-age parent programs—all are in non-area vocational-technical school space at this time;
2. State institutional programs—most are on-site at institutions;
3. Several area vocational-technical school post-secondary programs are in rented space, many secondary programs offered by area vocational-technical schools or cooperatively by area vocational-technical schools and other districts are in rented space, adult programs are everywhere including other schools and in industry facilities;
4. Internship programs at the post-secondary level are being expanded.

Mandate III.—To Provide for the Vocational Education Needs of Disadvantaged Persons in Regular Programs or to Devise Special Programs for Services to Them.

Mandate IV.—To Provide for the Vocational Education Needs of Handicapped Persons in Regular Programs or to Devise Special Programs for Services to Them.

A state task force (advisory committee) has been established for the handicapped programs. They have met four times to date and are just now becoming acclimated to their obligation. The committee is predominantly made up of representatives from the Committee on Mental Retardation, which is a subcommittee of the Governor's Commission on the Employment of the Handicapped.

Ten individuals have also been invited to participate in a state task force (advisory committee) for vocational programs for the disadvantaged. To date, most of the individuals have accepted and the first meeting will be convened shortly.

The Special Education Section of the Department of Rehabilitation and Special Education is presently in the process of designing and testing a need assessment system to be used throughout the state for the identification of handicapped students. They and many other agencies are specifically charged with the identification process. To add additional Vocational staff for this purpose would be to duplicate efforts. The Division prefers to concentrate on *serving* those persons identified as handicapped and disadvantaged.

Much of the service to the disadvantaged and handicapped will best take place in the secondary centers and the secondary programs, which will reduce the pressure to lower post-secondary entrance prerequisites. The prerequisites will automatically lower as program offerings are expanded to serve greater numbers of persons.

To fund special needs programs at all levels in a more equitable way, exploration is being conducted with the previously mentioned agencies (Mandate II) with whom the Division cooperatively funds programs. This includes the identification of more expeditious methodology in the evaluation of special needs services.

In reference to the services provided in state institutions, it is felt that vocational money can best be used to begin or promote programs, and that the institutional agency has already been given the financial responsibility to serve the persons incarcerated.

At the present time Red Lake is planning for a portable building which will provide a facility for secondary health, foods, automotive services, and model office. Upper Great Lakes funds and vocational funds for disadvantaged are planned for this facility. Adults from the Indian community will be served either in secondary programs or in specially designed adult programs. The Indian community has been involved in the planning of this program, which will be implemented in late 1971.

Mandate V.—To Provide Pre-Service and In-Service Education for Teachers to Meet the Needs Identified in the Vocational Education Act and the State Plan.

Considerable information on the status of pre-service and in-service education for teachers has been gathered during the past year. Also, sophisticated methods of projecting teacher supply and demand have been devised. Efforts will be made in the coming year to provide leadership within the University and state colleges whereby vocational education curricula are coordinated on a statewide basis.

Three very obvious goals have been identified, the first to rechannel teacher training institution effort into greater in-service educational programming as a turn down in the demand for teachers begins to be apparent, thus improving the quality of teachers and at the same time eliminating an over supply.

The second goal is to implement change in the present curriculums such that the present demands placed on teachers are part of the pre-service programs. Teacher training workshops are being promoted but are required to provide a means through which information and methodology can be incorporated into the existing teacher delivery system.

The third goal is to incorporate components of the world of work into the preparation of all teachers, particularly counselors. Several workshops will be provided for counselors and elementary teachers in which materials will be developed as well as contrived experiences to orientate the teachers to the changing technology.

Mandate VI.—To Develop Systematic Methods for Finding, Designing, Testing and Installing More Efficient and Effective Ways of Providing Vocational Programs and Services to People.

As previously mentioned, the Research Coordinating Unit will conduct a study on people needs, looking at the entire population of Minnesota, identifying the sub-groups as outlined in Public Law 90-576. At the present time, little evaluatory information is available on secondary and adult programs.

Considerable energy has been expended and will become usable through Project Mini-Score in the evaluation of programs. Through Project Mini-Score, several thousand students have been followed-up as to their satisfaction with the training they received. Their employers have also been contacted to determine their satisfactoriness as employees. This follow-up system on post-secondary graduates and dropouts will continue as an on-going research project to identify components that lead to successful educational programming and to provide insight and concrete rationale for curriculum change.

The promotion of local community need assessment has not proven successful. Educators are not prepared to make such determinations nor do they envision it as their responsibility. In view of the fact that at the state and national level many other agencies have been identified as having the responsibility to identify and catergorize such persons, the Division will attempt to gather and summarize state and regional information for local educational agencies.

As omissions in local programs are recognized, the Division will attempt to provide leadership rather than coercion in providing services to people.

MANDATE VII.—To Plan and Operate Consumer Homemaking Programs in All Geographic Areas of the State, With Special Emphasis on the Unique Needs of Disadvantaged Persons.

The present organization of consumer homemaking programs will continue considerable expansion, particularly in offerings to the adult population.

STATEMENT OF DOROTHY THOMPSON, CHAIRMAN, STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION, ST. PAUL, MINN.

Mrs. THOMPSON. Mr. Quie and members of the committee, I would like to state that unlike the reputation which is erroneously although somewhat generally attributed to women for giving long and detailed testimony, this is a summary and I will stick to that summary.

In recognition of the restraint of our time I would like to say on behalf of the council that we are very pleased and complimented that your committee has seen fit to meet with us in Minnesota today. We hope this is going to be one of your more productive hearings.

Earlier this year our council submitted to your committee through the National Advisory Council for Vocational Education our response to 76 questions which were posed by the National Advisory Council as a means of providing the Congress with a statistical and judgemental report on how the vocational needs of this state are being met.

Today we are presenting not only the specific responses to questions but a variety of supportive documents. I think that you will find that almost anything you wish to know that I speak about will be referred to in those documents.

Our council's approach in responding to questions is threefold. First, we rely on the public records of the State of Minnesota to provide statistics on school data, enrollments, expenditures, percentages and groups served and so forth, as appropriate to the specific questions which were asked.

Secondly, we recognize that many of the questions presented judgmental reviews. In our testimony there is a liberal use of direct quotes.

I would like to call specific attention to concerns that our council has and which it is within the purview of this Committee of the United States Congress to address.

These concerns fall into three areas:

First is the need to strengthen the corrolation between the planning and the resulting operations.

Secondly there is a need for the Congress to mandate the United States Office of Education to meet its responsibilities as stated under the law.

Finally there is a need to clarify and strengthen the role of citizens advisory councils.

Let us first discuss planning. These are operations of the 1968 law. It is our understanding that this makes a strong commitment to serve people's needs.

The preamble pledges to provide every individual—and I quote—"based on his needs, interest and ability," in light of "actual or anticipated job opportunities."

Unfortunately this State's authorizations of Public Law 90–576 for Federal spending have not become a reality. In our view the States have not conducted needs assessments and placed their programs to establish the cost of vocational education services.

You will note in the materials that we have presented to you in 1972 this council recommended to our Governor and the State legislature an educational management team that would meet the needs of our people.

This would require local and State institutions which are providing vocational education services to conduct a detailed analysis of the demands for services and the project costs of those services.

This information is needed, we feel, to provide the basis for hard political judgments. I am happy to say that through the support of the State Board of Vocational Education and staff and the office of our Governor and Minnesota legislature that a needs assessment is the basis for State dollars' distribution.

For the first time as Minnesota looks to its 1975–77 biennial budget our view is that a process is necessary at the Federal level if the Congress deems planning and needs assessment essential.

We as an advisory council think that it is the result of the planning and needs assessment by local school systems in the State contribute to decisions made by the United States Office of Education, the Office of Management and Budget and, yes, the Oval Room of the White House itself, to strengthen your 1968 law to provide that annual appropriations, recommendations, for vocational education presented by the administration be backed up by the detail of local and State needs.

Let the White House justify its proposed level of financial support against the backdrop of the commitment under the law and the resulting price of meeting that commitment.

Let the White House also identify which group of citizens it is proposing not to serve.

Materials presented to you suggest that the United States Office of Education has undermanaged if not violated provisions of Public Law 90–576.

We believe our testimony by direct quotes from the Office of Education shows that USOE bases its management practices on the political priorities of the administration with the legal and philosophical intent of Public Law 90–576.

You will find in our testimony statements of our Minnesota administrators pointing out that the State plan filed each year is not a plan but rather a fiscal voucher.

The plan documents program needs, human needs, only to the extent of dollars that the U.S. Office of Education tells Minnesota will be available.

I want to emphasize that point. In the past five years, planning for vocational education has been limited to justifying the level of funding sought by the White House without consideration of the actual needs of the citizens of the State or Nation.

You will find direct quotes from regional employees from the U.S. Office of Education admitting that their review of the State plan and other documents required in the State of Minnesota is limited to inventory developments rather than including a judgment of whether in fact the State of Minnesota is complying with Federal law and thus it is eligible to receive funds.

I might add that any failure by Minnesota to meet the letter of the law, in our observation, represents a giving in to written as well as un written requisites established by the U.S. Office of Education totally independent of the provisions of Federal law.

Our council is also concerned that the thrust of the 1968 law, that of responsiveness to peoples' needs, not only be perpetuated but be strengthened.

The Congress recognized in 1968 that certain segments of our population, particularly the handicapped and disadvantaged, were not benefitting from our vocational educational programs.

The 1968 law provides set-asides to encourage vocational education to serve the handicapped and the disadvantaged.

It is the view of our council that set-asides must be maintained and strengthened.

Consideration should be given to requiring specific matching for the State and/or local dollars for Federal dollars expended on the handicapped and disadvantaged.

It is highly important that consideration should also be given to other categories of funding for special problems facing citizens in core urban areas and depressed rural areas.

Let me comment here to that. We are not unaware of the national administration's suggested policy of consolidation into a single responsibility concept of Federal support for all areas which relate to the broad spectrum of career, occupational and vocational education.

The 1973 public report of our council, which you have there, one of the documents that we have presented to you, takes the position that vocational education and those programs related to it cannot and must not be segregated to our education exploration, pre-employment skill development and maintenance of occupational competencies.

In the past there were elementary and secondary programs. The higher education program has charged all segments of education, not just vocational education, to serve this responsibility.

It is the view of our council that there is no reason to change this approach. The need is to strengthen and to expand this approach.

Finally there is a need for Federal law to clarify and strengthen the role of advisory councils. Historically these have been operational advisory groups. Their responsibilities have been to respond to administrative operation and management detail.

Our understanding is that the State advisory council's role as defined in the 1968 law has been avoided, that is, the view of the consumer as to how well needs are being served even after five years. There is a debate over this difference of view as to the role of our advisory council in Minnesota.

It is our hope that the Congress will clarify language which outlines the responsibility of our Council.

We would also suggest a review of the criteria which establishes the membership in State advisory councils. The language needs to provide a weighted membership to give greater strength and voice to the role of the citizens of the advisory council.

We do not wish to depreciate but rather wish to recognize the important role that educational members of our council play.

However we would suggest that a weighted council membership provide for six non-education members, representative of business, industry, labor, parents and other consumer groups, would be appropriate for each four educational members.

This would give recognition to the citizen members serving without pay, often in conflict with their main employment demands, and who cannot make all meetings.

The result of such a 6 to 4 ratio of membership, we believe, would result in equal weighted representation and consumer and purveyor representative services.

There should be more direct dialogue between the Congress and the State legislatures in each of the States.

The goals and concerns of Congress are common to the goals and concerns of the Minnesota legislature at the present time. The pairing of the Congressional and Legislative views is left to the executive branches with delegation of administrative responsibility.

The U.S. Office of Education comes to our legislature with the filtered view of both the State and Federal executive agencies. A more direct and formal dialogue needs to be set up between the Congress and all other legislatures.

So, Mr. Chairman, let me conclude that the view of the Minnesota State Advisory Council for Vocational Education is that Public Law 90-576, the Vocational Education Amendments of 1968, is a good one. It need not be scrapped. We recommend that it be strengthened.

This is our testimony. And I thank you.

Mr. QUIE. Thank you, Dorothy.

You heard Bob Van Tries indicating that he would like to see the responsibilities of the advisory council delineated more clearly in the Act.

It seems to me that you have indicated the same thing in that you would like to have more specifics. How would you suggest that the Act be changed with respect to the advisory council?

Mrs. THOMPSON. We would like it more clearly understood that the councils are not administrative in nature. That is not our prerogative nor our purview nor is it a thing that this council, I think, or any of the other councils would like to take on. Administration is not a part of our responsibility.

We wish to be, as we said, an auditory and evaluative body. The members of advisory councils are not capable or have the expertise to be administrative. I think this should be left entirely to the various state agencies who are paid to do this.

Mr. QUIE. But the present Act does not give you any administrative responsibility.

Mrs. THOMPSON. No. The only question would be that it is understood by the various State agencies that we are not administrative in nature and that nothing would be included in a new bill or in addition to this bill which would make us so.

Mr. QUIE. Second, it seemed that Bob Van Tries indicated he would like somebody to turn and ask advice, it seemed to me, for the operation of the program which was statefunded. Have you been involved in that at all, in providing advice?

Have you been requested by the State Board of Education to give them advice on the operations of their program?

Mrs. THOMPSON. Not to the everyday management.

Mr. QUIE. By that you mean you are limited to the State plan?

Mrs. THOMPSON. Right and to the overall view.

Mr. QUIE. What about your evaluation responsibility? It is stated in the Act, which Lloyd Meeds has there. It was mentioned before by Bill Steiger, quote, "evaluate the educational programs, services, activities"—then it goes down to the next subsection D—"and evaluate the effectiveness of the vocational and educational programs."

In your material I get the feeling that the evaluation is done by someone else and you are picking up the evaluation that has been done by someone else.

Have you either by contract or directly by the council done that kind of evaluation?

Mrs. THOMPSON. Yes, we have a committee which meets with the State Department and does have an opportunity to have input into the State plan.

But our evaluation statement is usually a sign-off. Although we may not agree with all of the parts of the State plan we have signed on to that plan, as I believe every other State advisory council has done in order that the Federal moneys may come into the State.

This is one place where we disagree and we feel that all the State councils are at fault.

Mr. QUIE. One of these booklets here gives some indication about the success of the program. I assume this was done by the Division of Vocational Education. Have you done any of that kind of evaluation where you list how many secured jobs in the area of their training and length of time they were on those jobs and that sort of thing?

Mrs. THOMPSON. No, we haven't. We haven't done anything as extensive. I believe as a council we feel that this is the prerogative and the responsibility of the State office.

We have submitted our public report. We have recently done a study on women's role in vocational education which was quite interesting.

We have submitted that report. We have not made a detailed report since that one. We feel that the material was available through the State office.

Mr. QUIE. Do you read the Act as requiring you to evaluate the programs and their effectiveness to the extent I assume you did this with women, but to that extent for the rest of the programs?

Mrs. THOMPSON. Yes, according to Federal law.

Mr. QUIE. I will yield to the Chairman.

Chairman PERKINS. Mrs. Thompson, I wish to compliment you on your testimony.

First. I personally feel that you have all the language that is necessary that was contained in both the '63 and '68 Acts to perform your functions most thoroughly in an advisory way to the Department of Vocational Education within the State.

Have you ever offered any suggestions to the department as to needs at the secondary level as contrasted with the post-secondary level?

Have you ever evaluated or advised the department along that line as far as vocational needs are concerned for secondary and post-secondary?

In other words, what I am saying, you presently have complete authority under this Act to do those things. Naturally there is nothing binding on the State Department to follow your suggestions.

As a general rule in many instances when you make an input of that kind your suggestions are followed.

But I just wanted to point out that you have that. I have always believed that advisory councils should be active, very aggressive. But the final decisions must be left to the powers that be within the State.

If the powers that be want to advance vocational education and protect the rights of everybody concerned they would always consider your recommendations.

Has there ever been any friction between your suggestions and the State people?

Mrs. THOMPSON. Not really. I think it has been more a case of whether the State office felt that it had the funds and the wherewithal to conduct the kind of surveys that led to the programs which we might have suggested.

I believe it is more a case of monetary—it may sometimes be a matter of philosophy, but not generally.

Chairman PERKINS. You never had any trouble obtaining any pertinent information?

Mrs. THOMPSON. No, not insofar as the office is able to supply it.

Chairman PERKINS. That is all I have to say.

Mr. QUIE. Thank you, Mr. Chairman.

Mr. Meeds?

Mr. MEEDS. Thank you, Mr. Chairman.

Mrs. Thompson, was the State Advisory Council consulted prior to the preparation in the last one-year and five-year plan?

Mrs. THOMPSON. Yes.

Mr. MEEDS. Did you see a report before the final report was made?

Mrs. THOMPSON. Yes.

Mr. MEEDS. Did you make any suggestions as an advisory council with regard to that one-year plan?

Mrs. THOMPSON. Yes.

Mr. MEEDS. Were they adopted?

Mrs. THOMPSON. Not entirely.

Mr. MEEDS. Were any of them adopted?

Mrs. THOMPSON. Some of them were.

Mr. MEEDS. Could you tell me one that was adopted?

Mrs. THOMPSON. Private trade school act.

Mr. MEEDS. What was that suggestion?

Mrs. THOMPSON. Would you please repeat that, please?

Mr. VAN TRIES. This was a suggestion that the provision should be made for more easy access to facilities of private trade schools to provide services for persons in Minnesota.

We did place a provision in the State plan whereby the local school districts can contract with private trade schools for the purposes of providing services to that district.

Mr. MEEDS. That was not in the original plan or the plan that was submtted to the advisory council.

Voice. Can I comment on that?

Mrs. THOMPSON. Would you, please? This is Mr. States.

Mr. STATES. I am vice chairman of the council. I have some material here. I think the item in question, previous plans permitted the local school districts to contract with private school systems.

But I guess at least in my opinion and I also should state I am from such a private school system, Control Data Institutes, the activity there was a rather low-level and it appeared to be more permitted than an encouraged thing.

The current state plan makes more provision for that, stating that prior to programs being implemented that require new facilities, the way it is termed I guess there should be examination of the availability of private systems to provide training. This is a substantial improvement.

Mr. MEEDS. What I am trying to find out here is whether the advisory council is a real advisory council or whether it is a paper advisory council.

I pretty much agree with the statement that you made that around the nation we find too many paper advisory councils.

What you find is that the state board, in my state the coordinating council, is really drawing up a plan and bringing it to you. As you said, you are signing off so you will get the money.

A function, clearly, of the advisory council is to have some input into the preparation of that plan, the one and five-year plans, and to make its presence felt.

This is in addition to the advisory or to the evaluative role that you already talked about.

Mrs. THOMPSON. I would like to respond to that just a little. I think the greatest difference that we have not only with our division but with the United States Office of Education is that we are consistently and quite constantly seeing that the State plan should be submitted based on the needs of the people of the State of Minnesota and it has not done so.

It is not done because it is submitted on the basis of the moneys that will be available from the Federal Government. In this way we feel that the Federal Government does not really know what all the needs of the people of Minnesota are or the rest of the nation.

Mr. MEEDS. Are you aware, Mrs. Thompson, that if you refused to sign that no vocational funds would be available to the State?

Mrs. THOMPSON. Yes, we are.

Mr. MEEDS. Have you ever threatened not to sign it?

Mrs. THOMPSON. Well, yes.

Mr. MEEDS. You have? Have you refused to sign it?

Mrs. THOMPSON. We have held off signing it. But we have signed it at the request of the office in order that these funds would be made available.

At the same time, we have made in our oversight testimony, have brought this matter to the attention of the Congress.

Mr. Meeds. How can the Congress give you any more power than the power of the purse string? Here you say you feel that Congress doesn't know the needs. Indeed, we feel we don't know the needs. We are depending on people like you. And we gave you the ultimate power, the power that the Congress has itself to refuse funding.

Then you tell us that we should do something more.

Mrs. Thompson. We are bringing it to your attention right now in the oversight committee report.

Mr. Meeds. How do you suggest that we give you any more power at the local level as an advisory group than to simply say that the funds will not be available unless you sign them, the one and five-year plans?

Mrs. Thompson. I really don't know how to answer that. Except that I guess as an individual I would hate to see Minnesota be the only State which did not get its moneys because of the practices that are being commited all over the United States.

We feel that you as a Committee should be aware that the U.S. Office of Education is not living up to the commitments of that law.

Mr. Steiger. If the gentleman from Washington will yield?

Mr. Meeds. Certainly.

Mr. Steiger. Can I clarify just that point?

It is my understanding that in fact the U.S. Office of Education through its regional office in Chicago in effect said to the State of Minnesota, "that this State plan isn't a plan at all. All you need to do is submit materials, maybe a little documentation and a lot of documentation on fiscal matters so that you can get money."

Mrs. Thompson. That is right.

Mr. Steiger. Is that fair?

Mrs. Thompson. That is fair. That is what they said.

Mr. Steiger. So in effect what you have is this dilemma of the U.S. Office of Education not fulfilling the requirements in the Act, insofar as what the State plan is all about, which then, am I correct, encourages the State Department of Education not to fulfill the requirements of the Act, which then makes it more difficult for the advisory council to even push to get them to fulfill the requirements of the Act.

Would I fairly characterize your situation?

Mrs. Thompson. That is correct. And it is in our testimony. It is testimony which was given by the regional office. It is there in direct quotes.

Mr. Meeds. Would you suggest that perhaps if advisory committees were appointed by other than the group to which they have responsibility, ultimately the administering board, whether it is the department of education or whether it is the cordinating council or whatever, that this might make some difference?

Mrs. Thompson. I don't think that the Minnesota State Advisory Council feels any particular restraints about the way in which it is appointed. We feel quite independent. I don't know if it would have an effect in other States. But in this State we are quite an independent body.

Mr. Meeds. Finally, you say:

> **Finally, it is the summary view of this council based on documentation presented by the responses to the questions that the stated purpose of Federal funding**

> to assist in assuring accessible vocational education services for all citizens is not being achieved.
>
> Significant population groups both in Minnesota's urban as well as rural areas are not being adequately served with opportunities to obtain saleable job skills, especially those who are handicapped or economically, socially or educationally disadvantaged.

Perhaps you want to respond in more detail.

Mr. Chairman, if she furnishes documentation for this I would ask that it be made part of the record.

But, can you tell us which groups these are, where they are and why you feel this is not, that accessible education is not being achieved?

Mrs. THOMPSON. Yes; I would like to again call on Mr. States who is prepared to address himself to this question.

Mr. STATES. I think this is a basic question. We have treated this in our prepared testimony.

When you said, Mr. Congressman, what more power can Congress give a local council than the power of the purse strings, I have been involved with the Minnesota council for some period of time now. I don't think that we have ever had any serious discussion about, let us say, the administrative agency misusing money to where we felt that cutting it off was a better solution. I don't think it is that type of thing.

I think it is the type of question where, as Mrs. Thompson says, the needs of various groups have not been met.

I suspect you will hear more about this later today.

One of the questions in the prepared testimony that we have submitted says to the OE that comments resulted in understatement of the needs and other resources that would be required to meet those needs.

Mr. MEEDS. What page are you reading from, sir?

Mr. STATES. It is page 20 in our prepared response to those questions.

Mr. Van Tries mentioned that one problem was how much money should be put into the planning and how much into operations.

The council has taken the position that more should be done in terms of a needs assessment to meet the requirements of the law.

> The law would imply that it is implicit that the State identify all possible vocational-technical education needs. To do so would expend considerable effort in identification without resources available to meet the needs.
>
> Therefore the actual policy has been to allow the State to conduct planning within a real estimate of available resources. Thus the result is in fact an understatement of the need but yet one that is practical and usable.

Mr. MEEDS. But, sir, I think the same charge could be made in any State, that significant population groups, both urban and rural, are not being adequately served because there aren't enough funds.

Mr. STATES. That could well be.

Mr. MEEDS. OK. If you don't mind, I won't accept that because I think that if you are going to make a charge like this you would say, "Where is this group of people? Who are they and why aren't they?"

Perhaps you are answering the question "why" when you say that there aren't adequate funds being made available.

But are they ghetto children in downtown Minneapolis? Are they farm children out in the hinterlands somewhere? Are they both? How do you know about them? I think we need a little more information about this.

Do we have that information? Is it anywhere available?

Mrs. THOMPSON. That information is available in spotted places in the state of Minnesota. I think there is a study made by the Metropolitan Comprehensive Manpower Studies, 1971, for the city of Minneapolis which would verify some of this.

Mr. MEEDS. For the sake of saving time, why don't you prepare that for us and send it to us and we will make that a part of the record?

Mrs. THOMPSON. Sure.

Mr. MEEDS. Thanks very much.

Mrs. THOMPSON. We will be glad to.

Mr. QUIE. Mr. Steiger?

Mr. STEIGER. Let me go back to this point because I am somewhat unclear. I haven't had much time. But I have been fascinated by going through what the council gave to us.

Would I correctly understand the difference of opinion, if one could call it that, between the council and the State agency, that the council was saying that the data now available is inadequate in order to determine the very point Lloyd Meeds is seeking and the State's position seems to be, at least as far as on page 20, "the statement that inadequate data exists for planning is generally a diversionary tactic in the planning process? Those opposing the plans will request an increased amount of data and when confronted with it would probably not change their position."

Now, that is a pretty big gap between the council and the State agency.

Do I unfairly characterize the council's position?

Mrs. THOMPSON. I don't think so. If we don't feel that the assessment process has been adequately utilized in Minnesota, rather than, as I said, documenting the actual needs of the citizens of Minnesota, the State department administration doesn't know what these needs are and that can't be the total assessment of what people need.

If you are going to always hold against this many dollars you are going to say, "well, we are going to do the best we can for this amount of money." But it does not give the whole picture.

When we asked what effect the regulations and guidelines have on these planning processes in Minnesota, I would like to quote from the state agency, he said "there is no question in our minds that the plan information is inadequate for an accurate judgment in regard to the goals and priorities established within the plan."

The plan is totally inadequate in communicating the accomplishments of vocational-technical education services to the state. The lack of specific documentation and detailed information is by intent.

We are not faulting the state department. They are fulfilling the requirements which have been asked of them. But this is in violation of the federal law.

Mr. STEIGER. This whole matter is one that I think the Subcommittee and the full Committee will take a long, hard and very close look at.

I must say it is particularly enlightening to this one member. To take a look at the transcript of the meeting that you had with the U.S. Office of Education personnel. I must say I am unbelievably appalled at what I am seeing USOE regional offices representatives saying to the State of Minnesota as it affects you and the State agency both.

What is the budget of the State advisory council?

Mrs. THOMPSON. Usually it is $55,000 a year. This year it goes up.

Mr. STATES. About $70,000.

Mrs. THOMPSON. About $70,000 this year.

Mr. STEIGER. You have a full-time staff?

Mrs. THOMPSON. No, we don't. We have a consultative staff, a consulting firm. We do not have any other staff.

Mr. STEIGER. You have no staff other than that which you hire on a consulting basis?

Mrs. THOMPSON. Right. We do not have, for instance, an executive secretary as many of the other agency councils do.

Mr. STATES. It is an annual contract.

Mr. STEIGER. That consulting firm has done the reports basically which you have made?

Mrs. THOMPSON. That is correct.

Mr. STEIGER. One other question if I can.

I know we are going to start getting closer and running out of time.

As I have gone through 1971—and I realize that is old history—what has happened, Dorothy, between the recommendations made by the State advisory council specifically on the State plan and what modifications are to be made in it in 1974?

Have you been able to reach closer cooperation than I would judge the 1971 year indicates to me?

Mrs. THOMPSON. May I ask Mrs. Freeburg to comment on that because she has been on the committee?

Mrs. FREEBURG. I wasn't actually on the council in 1971. However, I guess I would have to ask you to define the term "have we been consulted?" If you mean, have we met with the State Department in the preparation of a State plan, the answer is yes. Our evaluation has gone to the State Department to the U.S. Office of Education. It is stamped and put in a drawer apparently and that is where it ends.

Mr. STEIGER. I think it may be overstating the case to say that it is either stamped or put in a drawer. But that is all right. Hopefully it is.

Mrs. FREEBURG. You mean they don't do that much?

Mr. STEIGER. What I am trying to seek to find out is simply along the lines that Lloyd Meeds was seeking and that is, you know, you are like two trains passing in the night in 1971 because you had specific statements about the State plan in 1971 and along comes a response that says it is a "lengthy and inperspicuous document and therefore the division of technical education is attempting to summarize the document into laconic form."

I must say, I trust that that has not continued. I certainly don't think it needs to be documented in "laconic form." That took eight pages and the recommendations took seven. So the division's response was a little lengthier than their recommendations.

I am seeking to find out is it working better now than it was? If I base it on reading, nothing else——

Mrs. THOMPSON. It isn't working that much better.

Mr. STEIGER. Thank you for your candor.

Thank you, Mr. Chairman.

I was afraid of that.

Mr. QUIE. I want to ask one question before we finish. I have got a document that is from Bob Van Tries to Commissioner Casmey, dated February 27, 1974.

There is a recommendation that must have come from the advisory council, that the State board should make a more effective use of the advisory council.

Then the council calls on the State legislature for language recognizing the advisory council and defining responsibilities in relation of the council to the State boards and other agencies.

Bob, from your answer and from what you indicated before would you agree that the State legislature ought to give this council the responsibility to do what you suggested earlier it ought to do?

Mr. VAN TRIES. I think earlier when I was making this suggestion one of the things I asked was that membership should be a more limited size. The council is very large.

I felt that legislation would legitimatize the council, in reference to State activities. I think it is through the Governor's office by executive order rather than through the State legislature.

Mr. QUIE. Has that been done?

Mr. VAN TRIES. Yes, the Governor has issued an executive order. But it hasn't affected the size of the council.

Mr. QUIE. I am not talking about the size of the council but their responsibility. Is there an executive order on that?

Mr. VAN TRIES. I don't think the executive order lists their responsibilities.

Mr. QUIE. What does it do, then?

Mr. VAN TRIES. It establishes terms of membership and things of that kind. Mr. Enright is here. He may be more familiar with that executive order than I am.

Mr. QUIE. Jerry, would you stand up?

Mr. ENRIGHT. The executive order simply confirms that the State of Minnesota is establishing an advisory council that has legal responsibility with regard to the 1968 law. It says that by executive order we recognize this agency is responsive to what the Congress dictates it is supposed to do. It has the full recognition as the State agency.

Mr. QUIE. As I understand it Bob Van Tries wanted to have a council to turn to to ask advice on day-to-day operations and that doesn't do it.

Dorothy, in your recommendations, was that one of the purposes that you wanted legislature to delineate responsibility or was it not?

Mrs. THOMPSON. Yes.

Mr. QUIE. It was.

Mrs. THOMPSON. We did not wish to be that kind of a board, that kind of a council, to advise on the day-to-day responsibilities.

Mr. QUIE. Right. So what you are talking about here in your recommendation is that it would just delineate the responsibilities but not give that kind of responsibility.

Mrs. THOMPSON. That is correct. We don't wish to assume that kind of responsibility.

Mr. QUIE. Is the council going to go to the State legislature the next time they meet and ask that this recommendation be carried out?

Mrs. THOMPSON. If we are asked.

Mr. QUIE. What do you mean, if you are asked?

If somebody in the legislature were to ask you?

Mrs. THOMPSON. Yes.

Chairman PERKINS. Write and seek permission to appear before them for this purpose?

Mrs. THOMPSON. That is right.

Mr. QUIE. Dorothy, are other members of the council here?

Mrs. THOMPSON. Yes, there are several.

Mr. QUIE. Would you please introduce them?

Mrs. THOMPSON. Would you please stand? Mr. De Long, George De Long. You have heard from Mr. States and Mrs. Freeburg. Al Marisch. Anyone else? Bob Whiting in the back. Larry Kitto. Chuck Nichols. Joe Malinski. John Butler. A pretty good representation.

Mr. QUIE. Thanks very much. We appreciate it, Dorothy.

Mrs. THOMPSON. Thank you.

Mr. QUIE. I think it would be good to move into Michigan now and see how they are doing in Michigan.

We have the State director, Addison Hobbs, who is here.

We also have a member of their State advisory council, Clifford Jump.

Dr. Hobbs, would you come up here?

Mr. Perkins and I are going to step out of the room. We will be back. Mr. Meeds and Mr. Steiger will start on the questioning.

[Prepared statement of Dr. Hobbs follows:]

PREPARED STATEMENT OF DR. ADDISON HOBBS, STATE DIRECTOR, VOCATIONAL-TECHNICAL EDUCATION SERVICES, LANSING, MICH.

As State Director of the Vocational-Technical Education Service, I am today representing the Michigan Department of Education in today's presentation.

I am very pleased to be able to appear before this Committee to present to you some thoughts concerning Vocational Education. I am now approaching the completion of my first year as Vocational-Technical Education Director and I am daily becoming more appreciative of the efforts of your Committee in the preparation of legislation which directly impacts upon the needs of the youth and adults to be served. As a former Supervising Director of Trade and Industrial Education within an urban school setting, as a former Dean of Technical Teacher Education within a technical institution, and now as a State Director, I have been able to assess and analyze some of the benefits which the Federal vocational legislation has been able to accomplish.

The document, *Reports on the Implementation of the Vocational Education Amendments of 1968—General Subcommittee on Education of the Committee on Education and Labor House of Representatives—Volume 1, November 1973* capsulizes significant evidence which describes the effects of these federal dollars in Michigan. As indicated in this report, during the 10 year period 1962–1972, the growth of enrollments in Vocational-Technical Education programs in Michigan showed a 135 percent increase when contrasted with the prior 10 year period which pre-dated the Vocational Education Act of 1963 and the 1968 Amendments. Further analysis indicates that the last decade's growth was 13.5 percent per year in comparison with 2.5 percent in the previous decade. Most startling has been the dramatic increase in programs designed to serve the disadvantaged and handicapped. From no special programs in 1968 to programs to serve over 11,858 disadvantaged students and 4,000 handicapped students for fiscal 1975 suggests a predictive causal relationship between legislation and vocational services for youth and adults.

Enrollments in the secondary, post-secondary and adult areas must continue to rapidly increase regardless of current inflationary trends. The financial resources to carry out adequate, quality programming to meet these expanding enrollments appear staggering, however, to disregard these assumptions would be disastrous in terms of individual desires to say nothing of the economic impact of not having a sufficient labor force to meet national, state, and local needs. Statistical enrollments are only a few of the areas for which impact may be measured under the legislation. Today, in my report I would like to identify for you some of those concerns and information not necessarily highlighted in the previously mentioned report prepared by the Subcommittee.

Michigan's State Board of Education has identified as a minimum seven key elements in the delivery of Vocational Education to the youth and adults of the State. Implementation of these objectives and elements is contingent upon a continuation of strong Federal financial support and legislation which provides the direction to assure that all populations are served, while allowing flexibility in the use of delivery systems to address the broad Vocational Education needs.

The State Board of Education has gone on record through the Michigan State Plan for Vocational Education in articulating three primary objectives of Vocational Education in the State. These objectives are:

1. To contribute to the total effort of the Michigan Department of Education which postulates that every child, youth and adult obtains maximum career development skills within personal capabilities and interests of the individual;
2. To guarantee that no student entering high school in the State of Michigan leaves without having the opportunity to gain entry-level salable skills regardless of his or her ultimate career objective; and
3. To provide programs of adult occupational education to all persons of the State who need or desire service.

Attainment of these objectives are contingent upon implementation of the seven key elements identified by the Board. The focus and intent is to improve not only the quantity of vocational programming but the quality as well. Each element is in various stages of implementation.

I would like now to take a few minutes to expand upon the rationale for the elements, and describe a few of the activities which are now occurring in moving toward fruition.

1. DEVELOPMENT AND IMPROVEMENT OF CAREER DEVELOPMENT PROGRAMS IN ELEMENTARY, JUNIOR HIGH AND SECONDARY PROGRAMS

Education as we knew it 10 or 15 years ago and particularly vocational education was considered strictly as a terminal type program. By this we mean exclusive training for specific jobs. Training for specific occupations is of course the cornerstone for Vocational-Technical Education. However, we are becoming increasingly more aware that a major effort must be given to what we are calling the career development aspect of the educational program. This involves providing activities for students relating to awareness and assessment of themselves, awareness and exporation of careers, and career planning and decision making.

A variety of efforts, some pilot and some moving toward statewide implementation, are currently under way in this area. One very specific area currently being implemented is a career information system.

This system provides Michigan based career information, on microfiche, to student users. Each career script contains information related to: job duties, work environment, earnings, employment outlook, aptitudes and interests, educational requirements, advantages and disadvantages, part-time opportunities, job locations, fringe benefits, advancement opportunities, related occupations, and ways of obtaining additional information. As a result of this material, each local educational agency is able to disseminate occupational information on a large scale which requires minimal student, teacher, and counselor training.

Presently 439 of Michigan's 531 K–12 districts are participating in this program which when fully implemented in 1974–75 will aid 600,000 students in exploring careers in grades 7–12 as well as aiding 2,500 counselors in providing career information.

Other related activities which have been implemented beyond the pilot stage include mobile guidance units in sparsely populated areas of the State, extension of a computerized guidance program, inservice activities related to career development, and establishment of an instant information system to potential users of community college services.

In addition, I believe it can be said without question that leadership which my Service area has been able to provide both in career development and vocational programming, coupled with our financial resources under the Vocational Amendments, has stimulated and played a major role in the development of Michigan's comprehensive career education legislation.

2. DEVELOPMENT AND OPERATION OF OCCUPATIONAL SKILLS PROGRAMS UTILIZING PERFORMANCE OBJECTIVES FOR GRADES 11–12

Quality programming is difficult to measure without the establishment of the criteria for which students are expected to achieve. In Vocational Education we are extremely concerned with programs which will provide students with occupational skills in which they may ultimately enjoy employment status. As an aid in students achieving these skills, and in developing understanding by administrators and instructors involved in the development and operation of vocational programs, it is extremely important that Michigan's educators listen to and work with the eventual employers of their product. One of the ways in which both of these factors is being accomplished is through the development of performance objectives for vocational programs. Performance objectives for all programs will be completed by Sepfember, 1974.

Over 1,200 vocational educators are involved in writing the objectives for specific programs. The writing teams, selected by local educational agencies, are presently completing work on 162 programs. As teams complete their assignment, each set of objectives is submitted to a specialized committee for review. These specialized committees are closely associated and familiar with the occupational areas. They are representative of professional associations, educational agencies, private schools or as privately employed citizens. Concurrently, the objectives are also distributed to each local educational agency for review and recommendations. All recommendations are submitted back to the original writing team for editing and any needed revision. Each set of recommended minimum acceptable performance objectives then are submitted to local educational agencies for their consideration and possible adoption. Those local educational agencies who do not find the recommended minimum performance objectives to be satisfactory due to local employer needs have the option of adopting an alternative set of objectives which will be of equal or greater quality.

Special issue committees have been formulated to focus on major problems confronting the classroom teacher who will be using the performance objectives. Problems such as record keeping, grading, needs assessment, and instructional strategies are being examined.

Extensive statewide inservice for vocational teacher educators and vocational education instructors will be provided. This inservice will be designed to enable participants to select the appropriate performance objectives and develop the skills required to utilize strategies and techniques related to performance based instruction. The development of performance objectives for all vocational programs will be of help to:

1. students who will understand anticipated outcomes of the occupational program and will also have the basic information needed to effectively enroll in articulated programs at a higher level or to obtain employment. This basic information will also be helpful to students and counselors whenever a lateral transfer of enrollment takes place.

2. teachers as they develop their instructional techniques based upon the competencies to be taught in each program. Both teacher and student will have the benefit of knowing which performance objectives can be accomplished by the student. This will be especially helpful in transfer or placement situations, and

3. administrators charged with the responsibility of developing new programs, revising ongoing programs or articulating programs can better assess the students' capabilities. One of the outstanding attributes of the performance objectives project, as it has been developed in Michigan, is the involvement of large numbers of people from all geographical areas of the state. This makes it possible to get a variety of input and also to develop enthusiasm toward implementing the objectives.

3. SUPPORT OF OCCUPATIONAL SKILL PROGRAMS ON AN ADDED COST BASIS

For many years Michigan did not receive from its legislative body large sums of categorically earmarked money for vocational education programming. In fact, as recently as FY 1971 only $3,000,000 was so appropriated. This situation has now changed. In previous years much of the Federal vocational education funding was provided to school districts to provide minimum support for ongoing vocational education programs which severly limited the opportunity to provide larger sums of money for new activities related to career development, construction of area centers, purchase of equipment and so forth. We are projecting for fiscal 1974–75 that the State will be provided a minimum of $20,000,000 for the support of vocational programs on an added cost basis as well as an additional $2,750,000 for transportation of students to area centers.

Although these funds are less than half of our projected needs for the support of our ongoing programs, it shows a greater awareness of the Michigan legislature of the need for vocational education. However, these funds which provide operational support are increasing the demand for federal dollars since it is stimulating program growth which further increases the need for additional equipment purchases, placement services, construction, etc.

4. DEVELOPMENT OF STATEWIDE SECONDARY AREA VOCATIONAL CENTERS

With the rapid growth of vocational programming after the passage of the Vocational Education Act of 1963, the Michigan Department of Education initiated statewide Vocational-Technical Education studies. These studies assisted in the development of the current area concept in Michigan and now serve as guides for the implementation of a statewide network of area vocational centers. This plan identifies the 29 community colleges as post-secondary area centers and calls for the establishment of 77 secondary centers projected to serve over 100,000 of the necessary secondary enrollments. As of this date 32 of these centers are in operation. Estimated construction costs for the remaining centers will exceed $120,000,000. Only through completion of this plan, in addition to other alternatives to be mentioned later, will the vocational-technical needs of Michigan's students be met.

5. DEVELOPMENT AND MAINTENANCE OF STATEWIDE PLACEMENT AND FOLLOW-UP

Over the past three years, Michigan has conducted 9 pilot placement projects which provided placement services to approximately 21,000 graduates. These programs have demonstrated that school based programs which systematically focus on placement can effectively place students in their life roles. Evaluation of these projects has indicated a successful placement rate of 85 to 99%. With the success of these pilot efforts made possible with funds under the Amendments, Michigan has determined that it will initiate a network of statewide area placement programs. The services which would be provided to the placement effort will be separate from, but supportive of, local guidance programs in that a feedback mechanism will be available to the local school personnel to assist them in advising and counseling students in relation to their life roles.

In addition, these services will provide to the adult, placement services within familiar grounds as his placement needs change. One half million dollars have been set aside in the Michigan State Plan for the implementation of area placement programs for fiscal 1975. These funds will be utilized on an area basis since an area approach has been deemed desirable due to the following:

1. It presents the best way to attain the most efficient operation of placement and follow-up programs.
2. It better reflects labor markets which extend beyond a given school district.
3. It provides an environment which encourages cooperation among educational and non-educational agencies concerned with placement.
4. It can effectively support existing area vocational centers.
5. It can be flexible enough to efficiently serve a large number of students with placement programs.
6. It encourages articulation among educational agencies, i.e., K–12 districts, area vocational centers, community colleges and the Michigan Department of Education.
7. It is compatible with and can be supported by statewide planning and coordination activities.
8. It provides for organized articulation and coordination between the placement center and the employers.

In conjunction with the establishment of placement services, initial steps were taken for the development of a comprehensive follow-up study. This study was initially designed to serve only vocational education graduates; however, sufficient interest was present in the State so that in addition to the survey of students in vocational programs, 231 of the 453 K–12 districts surveying elected to follow up both their 1973 vocational and non-vocational graduates. This survey instrument contained some 33 separate items. Preliminary results indicate that, of some 12,000 non-vocational education graduates and nearly 20,000 vocational graduates responding to the survey, the vocational graduates are receiving significantly higher starting pay rates than the non-vocational graduates. Information coming on an annual basis from extensive follow-up from the students over time, will assist the schools in curriculum modification.

6. ALTERNATIVE DELIVERY SYSTEMS

Recent legislation in Michigan makes it possible for local educational agencies to enter into contractual arrangements with business and industrial firms to provide secondary vocational education programs.

This alternative is proposed so that more educational options relating to students' interests will be available. This option provides a student with the opportunity for obtaining vocational skills on-site under contract in industrial settings or with private occupational schools. The current year, 41 contracts between local educational agencies and private businesses have been approved by the Department. These contracts serve nearly 1,100 students with substantial increases in contract enrollments being predicted for fiscal 1975. Although not considered a replacement for the more traditional vocational setting for secondary students, it will provide meaningful options for more students.

7. COORDINATION OF OCCUPATIONAL SKILL PROGRAMS OFFERED AT THE SECONDARY AND POST-SECONDARY LEVEL FOR IMPROVED ARTICULATION THROUGH AREA-WIDE PLANNING

One of the most exciting factors within the newly proposed legislation as developed by the U.S. Office of Education is an emphasis upon local planning as a part of developing comprehensive programs in vocational education. Local planning can provide for extensive articulation of program efforts through all levels of the educational system. The necessity for financial support of a local planning effort cannot be over emphasized.

In Michigan we have been involved in attempting to improve the program planning effort between K-12 districts, area centers, and community colleges for the past several years. The biggest emphasis was the establishment of 49 career education planning districts in 1971 based upon geographical boundaries determined by area studies during the 1960's. These districts, utilizing various advisory councils, worked cooperatively with each of the educational agencies in the development of a plan for providing vocational-technical education. In most instances, rapid progress has been made in improved articulation as represented by increased shared time programming, more effective use of facilities and new program coordination. The success of this effort was recently recognized by the Michigan Legislature in its adoption of comprehensive career education legislation which requires the formation of career education planning districts, and establishes a structure to evaluate and make recommendations concerning not only vocational education, but the total career education program. It is obvious to us after working in this area intensively for the past three years that planning can effectively improve the opportunities available to students in vocational programming. It is also becoming apparent that additional resources must be committed to assist local agencies in the development of plans and in carrying out the plans for the most effective articulation to occur.

In addition to the cooperation in local areas, some community colleges have formed consortias for purposes of large scale regional planning to better serve students in those areas. This development is a voluntary effort on the part of the community colleges.

As a brief summary of some very specific concerns in regards to the new legislation, I would like to offer the following:

1. The annual appropriation procedure currently employed is disastrous to effective planning. Serious consideration must be given to two-year funding if planning is to become effective.

2. Some categorical provisions should be contained within the legislation. Although some people would view categorical legislation as being restrictive, I view it as setting direction and requiring states to not take the easy route but to effectively deal with issues of the day as spelled out in the categories.

3. A major emphasis in the legislation should be given towards the development of planning at the local level and for the development of adequate prevocational and exploratory programs.

4. Emphasis must be given to the development criteria necessary in the student career selection process.

STATEMENT OF DR. ADDISON HOBBS, STATE DIRECTOR, VOCATIONAL-TECHNICAL EDUCATION SERVICES, LANSING, MICH.

Mr. HOBBS. As State Director of the Vocational-Technical Education Service, I am today representing the Michigan Department of Education in today's presentation.

The document, "Reports on the Implementation of the Vocational Education Amendments of 1968—General Subcommittee on Education of the Committee on Education and Labor, House of Representatives—Volume 1, November 1973," capsulizes significant evidence which describes the effects of these Federal dollars in Michigan.

Further analysis indicates that the last decade's growth was 13.5 percent per year in comparison with 2.5 percent in the previous decade.

Statistical enrollments are only a few of the areas for which impact may be measured under the legislation. Today in my report I would like to identify for you some of those concerns and information not necessarily highlighted in the previously mentioned report prepared by the Subcommittee.

Michigan's State Board of Education has identified as a minimum seven key elements in the delivery of vocational education to the youth and adults of the State.

Implementation of these objectives and elements is contingent upon a continuation of strong Federal financial support and legislation which provides the direction to assure that all populations are served while allowing flexibility in the use of delivery systems to address the broad vocational education needs.

The State Board of Education has gone on record through the Michigan State Plan for Vocational Education in articulating three primary objectives of vocational education in the State.

These objectives are:

To contribute to the total effort of the Michigan Department of Education which postulates that every child, youth and adult obtains maximum career development skills within personal capabilities and interest of the individual;

To guarantee that no student entering high school in the State of Michigan leaves without having the opportunity to gain entry-level salable skills regardless of his or her ultimate career objective; and

To provide programs of adult occupational education to all persons of the State who need or desire service.

I would like to take a few minutes to expand upon the rationale for these seven elements and describe a few of the activities which are now occurring in moving toward fruition.

Development and improvement of career development programs in elementary, junior high and secondary programs.

At the present time 439 districts are participating in a project called VIEW, which is "Vital Information for Education and Work."

The career development effort is broad and many of the activities conducted in this area would assist in the implementation of the career education legislation.

Development and maintenance of statewide placement and follow-up services.

To date there have been completed nine pilot placement projects affecting approximately 5,000 graduates.

Position papers have been developed and will go as far as necessary to get the required legislation at the State level to put in State money to carry this out.

The State plan calls for a starting minimum of 20,000 students to be served. This is to be expanded into approximately 55 units with 25,000 students in the next 2 years.

Another element is the development and operation of occupational skills programs using performance objectives for grades 11, 12, 13 and 14.

Performance objectives for every course will be developed and in the hands of local LEA's by September 1974.

Teachers and industry have worked together in the development of these performance objectives. The teachers have expressed an interest in having assistance in implementation of materials.

Five hundred teachers will receive in-service training in the fall of 1974. This will have a direct impact upon 22,000 students.

Hopefully eventually all vocational-technical students will be enrolled in programs or courses that are performance-based.

That is the top priority because the State has asked for vocational education programs for 67 percent of all high school students.

We are presently serving 36,760 students. There will be 77 centers which will serve 108,000 students. Moreover, 106,000 will be served in comprehensive high schools in other ways which will be explained a little later.

Regarding alternative delivery systems, we now have 41 contracts between local educational agencies encompassing nearly 1,100 students who are receiving education by contracted alternative delivery systems.

Finally, the coordination of occupational skill programs offered at the secondary and post-secondary level, there have been demonstration projects involving community colleges so that students may enter and leave and yet keep continuity in terms of their desires and needs.

This we feel will make it possible for citizens to have greater freedom of movement with less loss of credits, time and money.

I have four recommendations in terms of strengthening the 1968 amendments to the '63 Act.

One is that the annual appropriation procedure currently employed is disastrous to effective planning. Serious consideration must be given to two-year funding if planning is to be effective.

Two, some categorical provisions should be contained within the legislation. Although some people would view categorical legislation as being restrictive I view it as setting direction and requiring states to not take the easy route but to effectively deal with issues of the day as spelled out in the categories.

Three, a major emphasis in the legislation should be given towards the development of planning at the local level and for the development of adequate pre-vocational and exploratory programs.

Fourth, emphasis must be given to the development criteria necessary in the student career selection process.

Mr. STEIGER. Mr. Hobbs, yours is an excellent statement. We are deeply grateful to you for your willingness both to make the trip here to Minneapolis-St. Paul as well as for giving us the kind of explicit statement that you have in terms of what is happening.

There are three or four questions that I would just briefly want to go over with you if I could.

No. 1, can you give us some idea in the same way that we have asked both the Wisconsin people yesterday and the Minnesota people today, what is the percentage breakdown in terms of Federal funds being spent on secondary school students in vocational-technical education and post-secondary institutions?

Mr. HOBBS. It has vascillated between 15 percent to 21 percent. Presently it runs about 19.1 percent of the funds spent on post-secondary and the rest are spent on secondary and/or exemplary kinds of things that have a dual effect.

Mr. STEIGER. 19.1 percent on post-secondary.

Mr. HOBBS. Post-secondary.

Mr. STEIGER. Can you also delineate for us the extent to which State funds are distributed to secondary and post-secondary schools for vocational-technical education programs?

Mr. HOBBS. The post-secondary education students basically receive their money directly from the legislature. That is set up based on the kinds of classes. They have one for economic classes, one for health, one for business and one for technical.

The money that we use, Federal money, that 19.1 percent is utilized to get the advisory committees and to purchase and replace equipment.

In the past they were reimbursing about 40 percent of the teachers' pay, which we no longer do, and that money is now put back on a per-pupil basis in terms of raising the quality for the programs, the use of performance objectives, P.O.'s, and the designing of them. This year will be the first year that we have not reimbursed teachers at the post-secondary level. That is the way the money is spent.

At the secondary level they have State aid in the State of Michigan in which so much is given. The Federal payment is used for 40 percent on the administrative and coordinators for the planning group.

In Michigan there are 530 local districts and about 58 intermediate districts. That has been broken up into what we call 49 seabed or career education planning districts. In the past these councils have provided the impetus and the direction for people to submit area plans for vocational education which are then passed onto the State and then we make a decision based on the amount of money we have.

The legislature has given first, it was three million, then it was eight million and the year before last 17.5 million. In the past year we expect 20 million of what we call "added cost" money from the State legislature to operate vocational education at the secondary level.

This money is over and above the State aid money per pupil to operate vocational programs. About 52 percent of all vocational programs are under added cost.

That is why I mentioned that we need approximately 43 million to get all the vocational programs under added cost because we are about 52 percent there now.

Mr. STEIGER. Are you familiar with any other State that has gone into the added cost concept to the same extent?

Mr. HOBBS. The only other State I am aware of is Minnesota. I think it is Minnesota that just went into it. There are only two States I am aware of. I thought it was Minnesota. One other has come in.

Mr. **Steiger**. In terms of what Project View is doing in serving 439 out of 531 districts, is this essentially funded by the use of Federal monies?

Mr. **Hobbs**. It has been out of exemplary money in the past. As it is expanded it will become hopefully a part of the total placement services program and it will be picked up by the local districts and the State.

Mr. **Steiger**. Can you give me some idea because I don't know that much in terms of the question Lloyd Meeds asked of the Minnesota people—can you describe how that system works in terms of who is responsible for what to whom?

Mr. **Hobbs**. Our system basically works the same as the Minnesota system. The State Board of Education is also designated the State Board for Vocational Education.

I don't have a title as long and impressive as Mr. Van Tries. But the State Department is broken up into 13 services, one of which is vocational-technical education service, of which I am the director.

Mr. **Steiger**. For both secondary and post-secondary?

Mr. **Hobbs**. For secondary and post-secondary.

Mr. **Steiger**. In your post-secondary institutions do you have in the same manner that Wisconsin does area local boards?

Mr. **Hobbs**. No. Michigan designated in 1969 that their post-secondary institutions would be community colleges and not technical institutes. And that the secondary level would establish essentially what would be called area vocational centers and technical institutes. So we don't have technical institutes in Michigan. We have—and that might be in quotation marks—community colleges.

Mr. **Steiger**. Through the junior college system in Michigan is it possible for a student there to get a two-year certificate in a technical subject?

Mr. **Hobbs**. There is up before the board now what they call a technical degree. I don't know. It is supposed to come up on Tuesday for a vote. It hasn't gone through so far. They have had many meetings on it, position papers and so forth.

But no position has been taken as of today. Basically at the secondary level they get a high school diploma and a certificate saying they finished auto mechanics or graphics or something.

Beyond that it is associate degree at the post-secondary level. They have some certificated programs that are not associate degree.

But if I am reading you right you are talking more about the kinds of certificates, two-year certificates, that are given by some hospitals, for instance. In some technical institutions they give a two-year certificate. We don't have that in Michigan.

Mr. **Steiger**. Thank you, Mr. Hobbs, very much.

Mr. **Meeds**. Thank you very much, Mr. Hobbs.

Could you give me some idea of the percentage of students through age 21, say, that reside in Detroit and Wayne County as a percent of the total student population of the State?

Mr. **Hobbs**. Let me put it this way: I have only been in Michigan since September and I haven't completed a full year yet. If I don't answer to your satisfaction there will be two people, one is a superintendent who has been in Michigan some time and the other is a director of one of the area centers. Maybe they can.

But it has been my understanding from looking at the statistics that approximately 70 percent of all Michigan population is located over in that eastern section.

Based on that I would think we could assume that 70 percent of the students might be in that area too.

Mr. **Meeds.** Could you give me some idea if that population density bears some relationship to the total expenditure for vocational education in the same area?

Mr. **Hobbs.** Insofar as the number of students in vocational education I would say that the percentage would be very close in terms of the amount of money being spent because it is spent per pupil.

However I caution that answer with the remark that we do not have because of various interests in that area fully developed at the present time in some of the more rural areas because of the fact that they need each other in order to survive. They were willing to come together and pass the necessary millage. That has been one of the ways in which we bid on a center in the State of Michigan. Two or three components can own a center or operate a center. That is an intermediate district in which there are several K-12's. I think it is based on 29,000 students within an area mix.

If you work with the 12th grade level to generate a center then the area has to pass an operating millage which assures that you don't hurt vocational education.

Detroit itself is an independent district. It is difficult to determine or to get the people to determine sometimes whether they are going to serve the city of Detroit or whether they are just going to have one or two mammoth centers and not know where it is going to be or who is going to control it.

So we are asking the legislature to make certain kinds of adjustments in how he can get an area center operated because in Detroit and the Grand Rapids area we have not been able to generate, if you will, centers which we feel give the best education because you can concentrate your teachers and your equipment. But that does not mean that they don't have vocational education in these areas.

Mr. **Meeds.** Are you satisfied that the percentage of expenditures of Federal vocational dollars bear reasonable relationship to the population of that metropolitan area of which you speak?

Mr. **Hobbs.** There is one problem which I am not quite sure I can articulate. But I will try. If you have Federal dollars that require matching—let us take the case of Detroit, which, as I understand it, has been almost broke for about three years—and you have education K through 14 or K through the college. If you don't have enough money to run a 30 by 30 classroom there is very little money coming over to have vocational education, which means the money might be available to them but they can't generate the 50 percent matching.

Mr. **Meeds.** The resources of the local areas must be taken into account. But it is not an absolute requirement for matching. Indeed, that was one of the prohibitions we wrote into the law so that wouldn't happen.

Let me give you some of the background. As a matter of fact Detroit provides some of the background of the passage of the 1968 Act. I don't recall the exact circumstances. But my recollection is that approximately 70 percent of the student population of the state resided in this metropolitan area about which you speak. But of the federal funds being spent under the 1963 Act, Smith-Hughes and the combination of vocational moneys going into the state, Michigan must have 40 percent of the federal funds going into the Detroit metropolitan area.

This is one of the examples that was used in drawing that prohibition, because we recognized that local taxpayers might not be affluent and indeed some of the most serious disadvantaged student problems might exist in greater proportion in those low tax base areas. So that is one of the things we tried to get away from.

Mr. Hobbs. Your Part B money that is for 50 percent matching, sometimes it does not get into that population.

Mr. Meeds. I recognize that you have just taken over your job.

Mr. Hobbs. I should know what you are saying. Just send me back to do my homework.

Mr. Meeds. What I suggest is that you look at this with your state advisory council when you submit your next one-year or five-year plan to see if that is out of kilter. We have addressed ourselves specifically to that problem. We would hope, at least I as one member and I think the other members would agree with me, that that redistribution of funding which we saw in the state of Michigan or the problem we saw and which we attempted to address ourselves to, will be addressed by the people from Michigan.

Mr. Steiger. As a matter of fact if we could——

Mr. Hobbs. There is supposed to be a report on my desk when I get back. The central office in Detroit is asking the same questions. I cannot be sure at this time what was actually spent in the city of Detroit. I can possibly guess on what was proposed to be spent. But sometimes a project doesn't begin at a certain time.

Mr. Meeds. Mr. Hobbs, can you furnish for the record a response to the question of what percentage of Federal dollars for vocational education are being spent in the Detroit metropolitan area and what percentage of students are in the same area?

[The document referred to follows:]

State of Michigan,
Department of Education,
Lansing, Mich., July 22, 1974.

Hon. Carl D. Perkins,
Congress of the United States, House of Representatives, Committee on Education and Labor, General Subcommittee on Education, Rayburn House Office Building, Washington, D.C.

Dear Representative Perkins: I am deeply appreciative for having had the opportunity to testify at the oversight hearings held in Minneapolis, Minnesota on Saturday, July 13, 1974.

During the course of the proceedings, I was asked to submit documentation on federal vocational monies spent in the Detroit area, competency based teacher education programs, and the derivative for added cost funding. The documents are hereby enclosed for the record.

Sincerely,

Addison S. Hobbs,
State Director,
Vocational-Technical Education Service.

Enclosures:

ALLOCATION OF FEDERAL FUNDS TO DETROIT METROPOLITAN AREA 1973-74

Program/purpose	Michigan	Detroit SMSA[1]	Percent
Pt. B	$16,891,829	$5,074,146	30.03
Pt. C	368,541	165,304	44.85
Pt. D	223,308		
Pt. F	1,268,972	342,893	27.02
Pt. G	600,702	253,931	42.27
Pt. H	352,139	118,048	33.52
102(b)	818,574	297,500	36.34
Total	20,523,083	6,251,822	30.46

[1] Wayne, Oakland, and Macomb Counties.

Grade 9 to 12 enrollments—1973-74

Michigan	650,170
Detroit SMSA	[1] 288,921
Wayne	(150,175)
Oakland	(73,443)
Macomb	(55,303)

[1] Equals 44.44 percent.

THE COSTS OF VOCATIONAL AND NONVOCATIONAL PROGRAMS

A STUDY OF MICHIGAN SECONDARY SCHOOLS

CHAPTER IX.—SUMMARY AND CONCLUSIONS

The objective of this study has been to estimate the added costs of vocational education in terms of both the average cost and marginal cost differences between vocational and nonvocational programs in secondary education.

This study was undertaken at the request of the Michigan State Advisory Council for Vocational Education, who sought cost data concerning both vocational and nonvocational secondary education programs in Michigan. Because such data were not readily available, a sample survey of 236 secondary schools in Michigan was conducted by the Institute for Research on Human Resources, The Pennsylvania State University, with the assistance of the Michigan Department of Education staff. Cost information was collected by means of a mail questionnaire.

For sampling purposes, the state was divided into four regions, five community types (metropolitan, cities, towns, urban fringe, and rural), and four types of schools (high schools offering vocational education, high schools not offering vocational education, community colleges, and area skill centers). Out of 236 schools chosen for the sample, 108 responded. Among them were 63 high schools offering vocational education, 41 high schools not offering vocational education, 1 community college, and 3 area skill centers.

To facilitate understanding of this report, a number of conceptual issues relating to cost analysis were discussed in Chapter II. These concepts include the nature of costs (all costs being opportunity costs), the distinctions between costs and expenditures and between average and marginal costs, the definition of added costs, and the difference between short-run and long-run cost functions.

Chapter III reviewed a number of studies relating to cost estimates of vocational education. The wide variation in the estimating procedures is indicative of substantial confusion in many quarters concerning which costs should be considered and how certain costs (such as capital costs) should be calculated. The survey also indicated substantial variation in expenditures by vocational schools for the different programs, even when per pupil costs were calculated. The data further suggest a rather consistent trend in the cost of vocational education, showing considerable increase in these costs across all programs in recent years.

A brief discussion of incentive systems and benefit-cost and cost-effectiveness analyses was given in Chapter IV to illustrate various uses for accurate marginal cost data. For rational decision-making, such as that involved in the expansion or contraction of a program, *marginal* costs must be computed for each program. Subsequently, rational reimbursement formulas which take account of, for example, scale factors, efficiency, and market surpluses or shortages may be formulated. Comparisons of programs or teaching methodologies may be facilitated by employing benefit-cost or cost-effectiveness analysis.

Chapter V discussed the methodology of this study, indicating that added costs may be estimated from average costs or marginal costs. Thus, two types of cost functions were analyzed: a total cost function and an average cost function. The former permits inferences about the marginal cost of instructing an additional student. The average cost function allows inferences about the optimal scale of operation for a program.

Various cost function specifications were formulated to take account of such factors as location, community, type of school, quality of training, and capacity utilization. The regression technique was used to estimate these cost functions. While both linear and nonlinear regressions were fitted, the report presents only those equations providing the best fit to the data.

Information concerning the sample of secondary schools was discussed in Chapter VI. There were more than thirty-five vocational and nonvocational programs in the survey. However, due to a small usable sample size (ranging from 1 observation to 56 for various vocational programs), certain programs had to be deleted or combined with other programs. To increase the sample size, experts at the Michigan Department of Education were asked to assist in combining programs.

Due to the lack of sufficint data on current costs and amortization, prorating of these two cost items was necessary to increase the sample sizes of various programs. It should be noted that this is one of the major limitations of the data.

Chapter VII considered the estimation of the added costs of vocational education in terms of average costs. Given that it is desired to reimburse vocational programs on the basis of current enrollments, it is proper to use the average added cost estimates to compensate various vocational programs.

It has been found that, on the average, vocational costs exceed nonvocational costs by $95 per student hour. However, within vocational programs, there is a wide variation of added costs. For programs in trade and industry, auto service, and agricultural mechanics, the added costs are much higher than $100.

Added costs can be applied to various enrollment levels if a program is subject to constant average costs. All nonvocational programs and distributive and agricultural (except agricultural production and mechanics) programs display constant cost curves. Others, especially in trade and industry, display economies of scale, so that average costs may vary with the level of enrollment. Illustrations were given of applying these average costs and average added cost estimates.

Chapter VIII presented the estimation of the added costs of vocational education in terms of marginal costs. Given that it is desired to reimburse vocational programs in order to consider the future expansion or contraction of the operation of various vocational programs, it is proper to use the marginal added cost estimates to compensate various vocational programs.

In Chapter VIII several total cost functions for various vocational and nonvocational programs were estimated. The coefficients of these linear total cost functions represent the marginal costs of each program. The added costs of vocational programs were calculated by computing the differences between the marginal costs of each vocational program and the marginal cost of all nonvocational programs.

Various alternative measures of marginal added costs were presented in Chapter VIII. The most reasonable measure for the purposes of this study is the one based on total cost including amortization of equipment. It was found that the marginal added costs of most of the vocational programs are, indeed, positive. Among them, agricultural mechanics, auto service and auto body, general office, stenographic-secretarial, air conditioning, appliance repair, and drafting have added costs exceeding $400. On the average, the marginal cost of vocational courses is $115 higher than that of all nonvocational programs.

It should be remembered, however, that the alternative to vocational education employed here is the nonvocational curriculum *as a whole*. Since there is some variation in the marginal costs of nonvocational programs (varying from $157 in mathematics to $187 in language), the choice of one or another alternative would change the results to some extent.

Finally, due to the small sample size in the survey, and the need to prorate amortization costs of equipment, the results of this study should be used with caution.

Mr. **Hobbs.** Yes.

Mr. **Meeds.** You have a situation in Michigan, I believe, very similar to the State of Washington. Much of your post-secondary vocational-technical-occupational education is being carried out in your junior and community colleges and yet you have your State board of education which, at least in our State, is largely K through 12 oriented, administering the total vocational education program.

Mr. **Hobbs.** We also handle all of the educational programs in Michigan.

Mr. **Meeds.** And higher education.

Mr. **Hobbs.** We have a post-secondary council. We have a community college council. They have a higher education council. But they all report to the State board of education.

Mr. **Meeds.** I see.

Mr. **Hobbs.** The State board of education is a 1202.

Mr. **Meeds.** And you have already fulfilled your 1202 requirements for that system.

Do you have any coordination problems with the system that you have? I am sure you have some controversies. But do you feel they are unmanageable in terms of the ongoing fight between K through 12 vocational education, post-secondary education, and academic education. Do you feel that vocational education actually suffers when it is totally subservient to the larger education goals which, in the past at least, have been largely academic oriented?

Mr. **Hobbs.** We have not experienced that in the State of Michigan, not since I have been there. With the career legislation being mandated by the legislature we have a rather enviable position because vocational education in Michigan has been operating on performance objectives.

We have certain monies, to be quite frank, that go into the occupational end of the community colleges.

Mr. **Meeds.** They are glad to go along with you.

Mr. **Hobbs.** Yes.

Mr. **Meeds.** You gave us a breakdown of the expenditures of Federal money between post-secondary and elementary-secondary.

Could you give us a horseback guess—I don't expect you to have this right on the tip of your tongue—of the breakdown of the ratio of total expenditures of technical, vocational, occupational career dollars in terms of elementary, secondary and post-secondary?

Mr. **Hobbs.** It is difficult for me to talk about the local match because of teachers' salaries, et cetera. It changes in accordance with the district. Basically we get about 19 million or somewhere in there of Federal dollars. In the last year we have gotten 17.5 added cost dollars plus the State gives us about $2½ million for administration. So we are close to $40 million.

From that you can almost extract the 19 percent of the Federal dollars and the rest of it would be in terms of K through 12 education.

But I would have no idea of what the local match is because it differs according to salaries of teachers, et cetera.

Mr. **Meeds.** It is obvious, however, that you are expending a much greater proportion of your vocational education dollars in K through 12 than is the State of Minnesota.

Mr. HOBBS. Yes. The State chose to operate the community colleges the way it is, I suppose. It is a political issue. Everybody is somewhat happy with it.

Mr. MEEDS. Can you tell me if anything is being done in Michigan that you are aware of like the Wisconsin Capstone program?

Mr. HOBBS. I heard it mentioned today. I am not that familiar with it, no.

Mr. MEEDS. It seems to me—and Bill Steiger can correct me if I am wrong—that there is a module or family or cluster wherein the high school people enter into family or cluster concepts and can work within these and then in their senior year they cap it off, so to speak, with a finishing program so they have a relatively good salable skill upon graduation from high school.

Do you have anything like that?

Mr. HOBBS. The students in Michigan have the opportunity to further develop skills or to enter what we call a pre-technical program and work with the community college in that area to get advanced credit. That is what we call our capstone program.

Mr. MEEDS. Very good.

Thank you very much, Mr. Hobbs.

Mr. Jump? Clifford Jump?

Mr. Jump is Director of the Calhoun Area Vocational Education Center and is also a member of the Michigan State Advisory Council on Vocational Education.

Welcome to the committee, Mr. Jump.

If you have a prepared statement you may summarize it, if you wish. If you wish you may read it into the record.

STATEMENT OF CLIFFORD O. JUMP, DIRECTOR, CALHOUN AREA VOCATIONAL EDUCATION CENTER AND MEMBER, MICHIGAN STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. JUMP. Thank you very much, Mr. Meeds, Mr. Steiger, for the opportunity to come before the subcommittee to discuss with you some of the important aspects that we see in vocational education.

I am not sure, being in the minority, that we want to say very much today, being kind of out-of-State, so to speak.

You are welcome to come to the Battle Creek area and visit our area vocational center. We will even try to get you some cereal from the cereal city capital. Unless someone declares that it is nonnutritional we will be able to meet your needs.

Mr. MEEDS. Michigan has at least two members of the Education and Labor Committee, both very fine, hard-working, articulate, and also very responsible and responsive to the State of Michigan, Mr. O'Hara and Mr. Ford, on our committee.

Mr. STEIGER. Actually you have three because Bob Huber is also a member.

Mr. MEEDS. That is right.

Mr. STEIGER. We do worry about the skewering of the committee towards Michigan.

Mr. JUMP. On their behalf, we appreciate that.

I have prepared a few comments for your reaction and for you to find out the important task that you have before you in determining the future of education in our country.

I think the effect of past legislation for vocational education has left a mark on our society.

The Vocational Education Amendments of 1968 have provided the impetus for more educational opportunity for many youths and adults who would have been denied the right and opportunity to receive vocational training.

Legislators in general, and those of you serving on the education committee in particular, are to be commended for providing ways and means to maintain, extend, and improve existing programs of vocational education.

The establishment of National and State advisory councils for vocational education have been a step in the right direction to assure a grassroots approach to advising, planning, and evaluating vocational education services.

It is hoped that advisory councils will continue to be effective in determining vocational education "program needs" and "program effectiveness."

The success of the 1968 law has been very impressive. It helped the young people of the United States acquire the job skills they need to bridge the gap between education and work.

If the Vocational Education Amendments of 1968 were to provide Federal support to help expand the vocational education system, and to encourage the increased investment of State and local dollars in this field, then we have just started and a great need still exists.

Considerable effort has been made at the local and State levels in Michigan to determine some priorities in the field of vocational education. In sharing our thoughts we hope to have some input to improving the education for all youth and adults in the country.

Provide provisions for performance-based instruction. We give attention to quality of effort more than quantity of effort. There is only one way to do this, that is to have performance-based instruction be the thrust of the future.

A high priority in vocational education should be to establish more credibility with all the laity and groups to be served. They should be able to tell the young people what it is they can expect when they come into programing, the standards they are going to achieve and how they are going to assess and evaluate that effort.

Measurable performance objectives should be developed for occupational areas in terms of students needs and ultimately employability.

Federal legislation that will encourage the planning and implementation of performance-based instruction should be a major step in the improvement in the quality of education being offered.

Secondly, I would suggest that we continue set-asides for the disadvantaged and the handicapped. There isn't any question in my mind the priority this area should receive.

The set-asides for the disadvantaged and handicapped have provided a real impact at the local and State level in providing equal opportunity.

It has been most important that the Federal Government earmark funds for people with less opportunity. Without this set-aside, programs at the local level would scarcely exist.

As an example, the Calhoun Area Vocational Center has received approximately $250,000 since 1970 to service approximately 1,300 disadvantaged and handicapped students. It would be impossible for us to provide this type of funding or this type of supportive service for those who are less able.

We feel it is important for us to integrate the disadvantaged and handicapped students into the regular program. We have 31 programs available in the vocational center and the disadvantaged and handicapped students are in all.

Mr. STEIGER. Can you hold it just a minute and let counsel inquire?

Mr. RADCLIFFE. I am frankly a little confused by this term "set-aside" as applied to disadvantaged and handicapped. They are clearly intended as minimum requirements. I am not being contentious but merely quite curious.

Michigan treats those as a minimum percentage requirement that you then go above to meet needs as they develop? Or is that actually your maximum too?

Mr. JUMP. It is our minimum. We want to continue categorical funding in this area, earmarking specifically at least 10 or 15 percent.

Mr. RADCLIFFE. I guess what I am asking is, are you treating it as a floor or as a ceiling in Michigan?

Mr. JUMP. Maybe Mr. Hobbs would be in a better position to answer that specifically for you.

Mr. HOBBS. Believe me, strictly as a floor, not a ceiling.

Mr. RADCLIFFE. Congratulations.

Mr. JUMP. Thank you.

Mr. RADCLIFE. Thank you.

Mr. JUMP. At the present level of funding as I indicate in our prepared remarks, this does not allow us to meet 100 percent of the needs that we have in the State. We also trust that you will give this serious consideration in order that we might be able to improve and continue the programing for the disadvantaged and handicapped.

Provide placement, guidance, counseling, and followup activities for all interested youth.

We are also definitely of the opinion that we should provide placement activities for all youth and adults.

We have to provide the necessary guidance and counseling for necessary job placement services to follow this up and not leave the individual in a dead end.

One of the problems that we have is how do we correlate all the labor market information that we have. We feel that improved efforts are needed to secure up-to-date labor market information if we are going to provide relevant training in areas of employment need.

There should be a good majority of graduates in related fields of work or study after graduation from a reimbursed vocational education program.

Most of us in education lack the expertise to adequately determine the labor market needs. It would be helpful to have more coordination of activities between the education and labor departments.

Provisions for improving articulation between secondary and postsecondary institutions.

Considerable attention should be given to the unnecessary duplication of effort in providing vocational education. I believe incentives should be provided to encourage secondary and postsecondary institutions to better utilize existing resources.

Numerous resources can be shared at the local level but the existing organizational patterns limit the amount of articulation presently being conducted in the educational institutions.

A positive approach to the situation is needed. Providing incentives to eliminate duplication and improve effort will be better than punitive means. State and national seminars may be a resource that could be utilized to implement effort in this area.

Many institutions could initiate an effort by considering the sharing of facilities, differentiated staffing, program planning with similar advisory committees and numerous others.

Providing vocational education in the private sector. If facilities aren't available in public secondary or postsecondary institutions more provisions should be developed to provide training in private areas.

I feel that we need to go further in contracting with local business and industry in providing this type of education. This is more than just a co-op program.

If we at the local level are going to provide vocational education we have to wait for 15, 30, 60 students before we can offer a course or program, we would never be increasing very many opportunities.

However we can contract with local business and industry to do this. I think we will be able to meet the needs more of the people that are served.

Further, we recommend that improvements be made in the evaluation and assessment techniques in vocational education.

We need more expertise and help to bridge the gap between the theory and the practical approach in these three areas.

Many times we have adequate theoretical studies to follow but we can't implement those in a practical way at the local level.

So we do need assistance in this area. I would suggest a continuation of support in the titles that refer to this act.

One area I personally feel that we need to continue is to provide resources in the area of leadership development.

The present law needs to be continued and consideration given to expanding the possibility of more leadership development. There has been a major thrust in developing new and existing programs of vocational education.

More sophistication will be required if efficient and effective use of resources are to be maintained.

A look to the future would indicate all of us will need to improve interpersonal skills, develop strong, active advisory personnel. These types of leadership are in limited supply.

An area that needs to be continued is part G co-op programs.

These programs are extremely valuable to a local practitioner in vocational education.

Using co-op G resources have increased the educational training opportunities for those who are less fortunate.

Co-op G and work study programs rank very near the top in priority in the balancing of a total vocational education program.

Collecting and disseminating information.

There is an apparent need to improve the usefulness of available data in vocational education. Too many times the data available can't be used to plan accurately.

It is timely to give serious consideration to funding means for collecting and disseminating useful data.

Continue to provide resources for research in vocational education.

The present law provides means for conducting good research. These resources need to be expanded if we are to provide vocational education opportunities for all.

Usable research, translated into laymen's terms, will more than pay for itself in the end product of having people gainfully employed, providing for themselves.

In summary, it has been a pleasure to share my ideas with you. Returning the planning effort to the local and State levels is a commendable idea. Striving to build flexibility into the laws is very encouraging. This may assist in the delivery of services to all people.

The uniqueness of a given area will be served if we share our ideas and there is a true commitment to serving the individual.

Mr. STEIGER. Thank you, Mr. Jump, very, very much, for a thoughtful statement and an explicit statement in terms of your views.

I would like, if I could, to turn to determining how well we are doing with the Michigan Advisory Council on Vocational Education.

Can you give us some guidance? Do you have a staff? How much is your budget?

Mr. JUMP. Yes, we do have a staff. We have had a staff since the very beginning. I have been on the committee for 3 years, starting to serve my 4th year.

Last year it was approximately $118,000. This is what was received after moneys were released from impoundment.

So we feel in the State of Michigan we have been very, very fortunate. When I go to some national council meetings I come away quite alarmed and I come back to the State to find out that we have a very fine working relationship with the State office.

Our responsibility, we feel that the role has been pretty well defined for us. Maybe the reason for that is that the staff in working with the State department has been able to have a certain kind of working relationship and will give us the delineation that is necessary.

In fact the advisory committee has an invitation to attend all the staff meetings of the State office. I think this breaks down many of the things that may create problems elsewhere.

I can't speak for what others are doing. We feel that we work hard at not trying to get into administrative detail. We can call upon Dr. Hobbs as an example to our office. They use ad hoc committees other than ourselves to advise them on the specific points.

We feel that with this type of involvement of many, many people advising, not just the State advisory council for vocational education, that this has strengthened our working relationship.

Mr. STEIGER. First can you give us some indication of the kinds of evaluative work that your advisory council has done.

Second, the extent to which the recommendations that you have made on the State plan have been dealt with by the agency.

Third, whether or not in your view, given the discussion that you have heard, undoubtedly, about the problem of the Minnesota plan not doing its job, in your judgment?

Mr. JUMP. I might avoid three. I will try to deal with the other two.

At the present time we have a study underway to evaluate the effectiveness of the delivery system for vocational education in the State. This is a cooperative study. This means we have worked with the State department to determine what are the needs and to do contracting to determine how well we are doing in vocational education.

I think we need to work together to determine where we ought to put our bucks. This is one of the major things, in terms of how we work together in trying to get some of the suggestions.

We were very much involved in completely revamping the total time schedule for preparing the state plan a few years ago. The major reason for this was to give the State advisory council adequate time so that they will have made input, realizing that we don't make the final decision. We only advise.

Last year we suggested that we should differentiate between placement services and guidance and counseling. We have a live item, which is placement services, in our budget process.

We are involved in planning efforts with the State department in terms of advising over and beyond just the things that we have set as priorities for the advisory council.

So it is not just a matter of us completing our work but also attempting to assist them in completing theirs, which is almost the same thing.

Mr. STEIGER. Do you want to also make a valiant effort to deal with the third question, knowing it is a long way home to Detroit? You can always stop in Wisconsin on the way. We will protect you.

Mr. JUMP. I am not in a position to make that judgment because I can only understand what I hear. I would like to think that maybe there is a need for a clear definition of the role of the State advisory council with the State departments. Maybe we need to direct our attention to that.

I think in a lot of cases it wouldn't make too much difference how we write the language. As we interpret that we are still going to try to do the things we want to do.

I think where advisory councils have gotton into trouble in the past is that in many cases they wanted to be administrative.

I cannot speak for Minnesota here today. I can only say that we worked very hard to stay out of that role. I think it is quite clear that we aren't supposed to be there.

So if we allow ourselves as individual members—it is the only way I can see.

Mr. STEIGER. All of us are tremendously grateful to you and Dr. Hobbs as well for making it possible for us to get a better understanding of what is happening in Michigan and the Michigan system. You have done extraordinarily well.

I know all the members of the committee will read carefully your recommendations and your testimony.

One last question I would have because I am not just quite sure the direction of the future that you see us trying to go.

Do I understand your statement to be that the 1963 act and 1968 amendments ought to stay as they are, that we ought not to do more than some consolidation or more explicitly indicating career education or providing for more teacher training and in-service training in the framework of the Vocational Education Act?

Mr. **Jump**. I think attention has to be given to these. We have really done quite well in vocational education. I think we need to be complimentary of what has happened.

We need to think about the next 10 years and how well we can implement at the local level. I think it will be a great improvement to have all the specifics of what we should do. It would be impossible to share them in this short period of time.

We do need a little more flexibility in the planning, as Dr. Hobbs mentioned, maybe this idea of having just a little more assurance of what it is we are going to have so that we can plan adequately.

It is pretty hard to plan after September 1 has started. Maybe you have to wait until December to determine whether or not you have already spent 4 to 6 months of your budget and whether you are going to be awarded new funds reimbursement or not.

Mr. **Steiger**. Thank you very much.

Chairman **Perkins**. Let me ask you a couple of questions. I regret that I have not read your entire statement.

From the standpoint of funding, do we need more Federal funding to make sure that the secondary and post-secondary graduates, vocational students, have access to the technical training that they need?

Mr. **Jump**. Well, yes, because of the 1963 and 1968 acts it has really allowed us to kind of get over the hill. In fact in Michigan we have been playing catchup.

Chairman **Perkins**. Maybe I am repeating something. From the standpoint of technical training what percentage of your secondary students today are qualified to earn a living when they graduate from high school?

Mr. **Jump**. Are you referring to all the students?

Chairman **Perkins**. Yes, in the State of Michigan secondary schools.

Mr. **Jump**. We are currently providing vocational education opportunities for approximately 42 percent this past year. Probably somewhere in the area of 40 percent of the students, maybe 35 or 40 percent of the students.

We have a good contribution locally to provide vocational education so that it does give us the opportunity to maybe go beyond.

Chairman **Perkins**. There are areas in the State of Michigan with all your resources that do not have facilities for secondary students. Am I correct?

Mr. **Jump**. Right. That is why we need more Federal money to provide that kind of opportunity.

Chairman **Perkins**. I just wanted to make that point clear. Thank you very much.

We want to thank you for your appearance here.

Mr. **Jump**. Thank you, Mr. Chairman.

Mr. **Quie**. Mr. Hobbs, I am really intrigued by your concept of supporting occupational skill programs on an added cost basis. The philosophy of the Federal Government has three major areas of concern. One is to help handicapped children with special education, help disadvantaged children with compensatory education and to help develop occupational skills in the secondary level so that at least those who aren't going to go beyond postsecondary education—we want State and local governments to make the same expenditures for handicapped children and disadvantaged children.

Then the Federal Government would be assessed with the added cost. In our hearings with the handicapped we are trying to figure out what "excess cost" really is.

That is why I am intrigued here. Has any standard been developed of what normal costs are and what you base your added costs above in Michigan?

Mr. HOBBS. Normal costs in the State is $8 per pupil. Last year I think it was $850-some. This year I think it is $900-and-some, the costs generated as a mean or average of what it costs everybody in the State, that we should be able to educate a kid for $954, based on teachers' salaries, upkeep of the building. It is a very complicated formula. But this is the way they arrive at it, what a normal sum is. That would be paid out of State aid and what you get out of the marketplace whether you pay $12,000 for a teacher or $24,000 for a teacher.

I think the State board takes the attitude that you can pay the teacher $100,000 if you wish. But if we can establish $12,000 and so much per child, these will be the variables. They are arbitrary. But they are taken from the State averages.

Mr. QUIE. So for your normal cost you take the basic State aid program and your added costs you try and develop a State average which you will pay.

Mr. HOBBS. Take the auto mechanics program, for example, in the State. We take all those variables and put them in a pot and then have a statistician who does something with it. I don't quite understand. He comes up with a mean average of what it costs to have an auto mechanics program with 22 students. That is what we call our added cost.

Every 3 years we update all programs under added costs. Some programs get done every year because we have not enough money with only 52 percent of all vocational programs at the present time because we have to set priorities.

We look at the State needs in terms of employment and set up a list of State and private needs.

Last year we went to 60 percent on a State priority and 40 percent local priority. That is the way they can submit their programs and get added cost money.

Mr. QUIE. I asked you this privately and I ask you now on the record if you would send some more detailed information on this.

Mr. HOBBS. I will send the formula and everything that is involved.

Mr. QUIE. To all of us.

Mr. STEIGER. To the Committee.

Mr. QUIE. Let me ask one last question then. I know the chairman would be interested in looking at this from a national picture. There must be different costs in different parts of Michigan.

We have that problem in the United States. We have had that problem with formulas for years. If we continue to only spend as much money per child in the south as we have in the past the unfair education for the child in the south will continue. If we get the qualified teachers in the south with higher salaries we are going to have to assist them more on the Federal level.

Would you see this as something that could be developed on the federal level to make certain that—under title I New York gets a big bonanza and some other States get left way down there.

Mr. HOBBS. If you could ever develop—there are three things necessary for an objective. It is the task, the condition and the criteria. But if criteria differs—that is why we say in Michigan that we have minimum performance objectives and every particular LEA, if you will, has the opportunity to add to that.

We simply identify the minimum performance that is necessary across the board in order for use to be employable. Several districts choose to go above that because they don't have a postsecondary institution or they have a number of adults who have come back for retraining. A formula of that type would not necessarily serve, in our opinion.

But if you could determine a broad program with *x* number of courses in it, mix up some kind of module A, B, C and D, use of the clustering type and so forth, yes. But it should be tested before it becomes global because there are a lot of variables in there that I can't even begin to think about.

That is why we have to go through every year and every course every 3 years in order to recheck the performance objectives as well as recheck costs.

Mr. QUIE. The other thing I would ask for more information on came from Mr. Jump's testimony. That is the performance-based instruction on vocational education. Do you have some information you can send?

Mr. HOBBS. Mr. Jump has a model situation over in his area. It is one of the few areas in Michigan or anywhere where you have elementary, secondary, postsecondary and 4-year college, all working together on an articulated educational program.

You just don't get that many different kinds of people coming together and actually making educational plans for 13, I think he has, districts.

The kind of information we could probably give you would be that which we are working on with some suggestions. Mr. Jump's is the only one that is ready at the time.

Mr. QUIE. I would ask Mr. Jump if he would send the information. He is out getting a sandwich. If you would relay that to him?

Mr. HOBBS. Specifically you want to know——

Mr. QUIE. How that performance——

Mr. HOBBS. How that performance is based. We do have a project at Wayne State which was funded out of vocational money to determine what competencies or how do you determine competencies for teachers. It is about in the third year.

But I will see you get something on the teaching competency-based program. I will include that with the others.

[Information referred to in subcommittee files.]

Mr. QUIE. Thank you very much.

Chairman Perkins. How is your Federal money spent by and large? More for postsecondary or more for secondary?

Mr. Hobbs. Of the approximately $20 million, maybe $19 million, Federal money that we get for vocational education, we spent about 19.1 or 2 percent for postsecondary. The rest is spent for secondary plus the $20 million—I keep saying "$20 million," somebody may hear me—the $17.5 million that we got last year for added cost, that is all secondary.

Chairman Perkins. What is the reason for this tremendous shift from the State of Wisconsin where you spend about 60 percent on postsecondary? Is it because you have greater migration in Michigan to the industrial plants closer to the Appalachian area? Is that one of the reasons why so many applicants do not have basic education and need retraining?

Mr. Hobbs. I cannot give any reason except the perfunctory kind of reason, Congressman. That is, that was the delivery system chosen by Michigan as the most flexible and most viable to reach the most people. That was just their way of doing it.

Outside of Wisconsin there must be at least four or five other States who depend on their technical institutes at the postsecondary level or community colleges to deliver their vocational programs.

I think Michigan said, "We need programs at various levels, all of which should have something to do with the way a person makes a living," a 4-year institution in Michigan, primarily, dealing with life skills.

At every level in Michigan there exists an institution that carries out the function of life skills.

Chairman Perkins. Thank you very much.

Mr. Quie. Thank you.

I would like to call now Bill Knaack, who is a superintendent of the special intermediate school district and along with him Charles Wrobel, who is the manager of special needs there.

If the two of you could come up and each present your testimony? We will start with you, Bill. Then we will ask questions.

[Prepared statement of Mr. Knaack follows:]

Prepared Statement of William C. Knaack, Superintendent, Special Intermediate School District 916, White Bear Lake, Minn.

Mr. Chairman and Members of the Committee: Commissioner Van Tries and others have addressed our concerns about some of the general aspects of the use of federal funds in vocational-technical education in Minnesota.

I would like to communicate to you how we have been using the vocational education funds for the handicapped in our intermediate district and technical institute.

Since we have had a need to explain this process a number of times, and since we want to tell it as concisely and accurately as possible, we have developed a sound-slide presentation describing the programs. I am going to ask our staff to proceed with this presentation to which I will add specific comments.

[Presentation.]

Two of the specific kinds of information in which the committee might be interested are the numbers served and the costs involved. The numbers served in the evaluation program and in the supplemental resource instructor program, and the results are outlined on pages 2 and 3.

The costs during the past year have been approximately $220 per student served for the evaluation and supplementary resource instruction. However, for those students who participate in the regular vocational instruction program as handicapped students, we will spend an additional $2,000 in state money for which no credit is given on any of the existing report forms for handicapped programs.

SERVE evaluation program, 1973–74 outcome report

Total postsecondary students evaluated	61
Total secondary students evaluated	79
Grand total	140

Outcome (in percent)

Postsecondary students:	
1. Entered or applied for 916 programs	58.84
2. Applied for college	2.94
3. Work adjustment training recommended	2.94
4. OJT or sheltered employment recommended	2.94
5. Returned to original training program	8.82
6. Withdrew—personal reasons	8.82
7. Seeking employment	14.71
Secondary students:	
1. Entered or applied for 916 programs	38.78
2. Recommended for vocational training	4.08
3. Work adjustment training recommended	10.20
4. OTC recommended	2.04
5. Returned to straight high school schedule	26.53
6. Vocational training not recommended at present	6.12
7. Dropped out of school completely	6.12
8. Seeking employment (some high school graduates, some drop-outs)	6.12

[Memorandum]

JULY 11, 1974.

Re: SRI Fiscal 1974 Summary.
To: Charles F. Wrobel.
From: Al Fletcher.

During fiscal year 1974, 392 students with special needs were served by supplemental resource and remedial instructors. As of July 1, 1974, the status of the 392 students was as follows:

	Number	Percent
In training	207	52.80
Had returned to home high school	76	19.38
Employed full time	68	17.34
Training objective attained—not seeking employment	6	1.53
Unsatisfactory progress [1]	9	2.29
Economic reasons [1]	2	.51
Entered armed serivce [1]	1	.25
Personal problems [1]	14	3.57
Transfer to other AVTI [1]	1	.51
Unknown reason [1]	8	2.04
Total	392	99.96

[1] Terminated for reason given.

When considering just those students who are no longer in training or returned to high school the percentages break down as follows:

	Number	Percent
Employed full time	68	62.38
Training objective attained—not seeking employment	6	5.50
Unsatisfactory progress [1]	9	8.25
Economic reasons [1]	2	1.83
Entered armed service [1]	1	.91
Personal problems [1]	14	12.84
Transfer to other AVTI [1]	1	.91
Unknown reason [1]	8	7.33
Total	109	99.95

[1] Terminated for reason given.

The #916 interdistrict approach to project SERVE is a result of the recognized lack of resources in the separate school districts to meet the vocational needs of handicapped, disadvantaged students.

FORMATION OF SERVE MODEL

SERVE had its beginning during the spring of 1969, as a result of the "Voc-Ed set-asides for handicapped-disadvantaged students of 1968." The East Metropolitan Special Education Council (Title VI, ESEA, Part B for exemplary and innovative program) which is a cooperative consortium of 23 school districts in the East area of St. Paul deevloped the SERVE Model after they conducted a "needs assessment" of handicapped-disadvantaged.

From 1969 to 1972 SERVE work/experience programs were developed in 13 EMSEC member school districts to provide a new series of work experience programs for secondary aged handicapped.

BEGINNING

In 1969 four Special Education Directors representing school districts in the East Metropolitan area of St. Paul began meeting to formulate ideas for improving services to the handicapped. Recognizing the lack of adequate resources in individual districts, the special educators focused on a plan to provide programs on a cooperative inter-district basis. The discussions led in 1969 to the establishment of the East Metropolitan Special Education Council (EMSEC), an umbrella agency for coordinating special education projects in 23 member districts. With the help of local school district, state, and federal (Office of Education, Bureau of Education for the Handicapped) monies, EMSEC's Executive Director, special educators, and school administrators began developing guidelines for a model work-experience program and mapping out a strategy for state-level coordination of resources.

GOALS AND OBJECTIVES

Goals and objectives for a model program were formulated, along with a program description identifying students to be served, admission criteria, required personnel and program resources, and guidelines for organization and operation. The most significant phase of the planning, however, addressed the issue of how three state education agencies—Special Education, Rehabilitation, and Vocational Education—could coordinate resources within the framework of existing legislation to provide occupationally-oriented programs for the handicapped. The EMSEC Executive Director worked with local school personnel and state agency representatives to identify areas of commonality in which the agencies could legally cooperate without dismantling existing programs duplicating efforts.

STATE OFFICE APPROVAL

In March, 1970, EMSEC presented its SERVE proposal to the State Department of Education—a proposal which included the specific program prototype and the formal conceptualization of interagency cooperation. Approval was received in summer, 1970, and four school districts implemented the program during 1970–71. Since then, 13 additional SERVE programs have been established in the St. Paul area, and some 30 more projects, following the SERVE concept, are operating throughout the State of Minnesota.

The State played a responsive role in the start-up of the program and continues to function as a sponsoring agent in approving locally initiated and formulated SERVE proposals. Typically, individual SERVE programs adhere to the overall philosophy and goals of the SERVE concept, but vary with respect to kinds of students served, curriculum materials, program organization, and so on. The first-year costs of running a SERVE program are divided among the three state agencies and the local education agency. Vocational Rehabilitation, Special Education, and Vocational Education funds are generally used for SERVE personnel salaries. During subsequent years, the local school district must assume a greater proportion of operating costs as Vocational Education funds are withdrawn.

SERVE AT NO. 916

During the spring of 1972 #916 Vocational Technical Institute was established to provide both secondary and post secondary vocational education for its component school districts at the secondary, post secondary, and adult levels. Additional, enabling legislation was passed to allow #916 to provide Special Education Services.

The Executive Director of EMSEC was hired by #916 to continue to develop the SERVE model for vocational education for all students with special needs (handicapped, disadvantaged). The Superintendent of #916 and school board have a commitment to special needs as the #916 Vo-Tech Institute now provides integrated vocational training for Special Needs Students in 55 regular Vo-Tech program offerings. Students with vocational handicaps resulting from a physical, emotional or intellectual condition or those who are disadvantaged are integrated into all of the vocational evaluation and training courses at #916 Vo-Tech Institute.

SERVE AS AN ADMINISTRATIVE MODEL

SERVE is also an administrative model for the coordination of program and fiscal resources for the handicapped on the local and state level. SERVE is an acronym for three state agencies—Special Education, Rehabilitation, and Vocational Education—and is intended to symbolize their combined efforts in the support and implementation of local SERVE programs. Since 1970, the SERVE concept has been implemented in 14 EMSEC school districts and has been translated into specific state-wide guidelines for establishing and funding similar programs in the public school system.

916 AVTI has also participated in training the incarcerated under the Manpower Act. We manage training programs within the Stillwater State Prison and the Ramsey County Workhouse. We also accept their day-release inmates for in-house training. This greatly multiplies the options available for those incarcerates. Inmates are not accepted until they are within 18 months of parole, and placement results have been excellent. We are hopeful that the local governments will continue to fund these programs under CETA.

One problem we have had is with the "R" for Vocational Rehabilitation in SERVE in that we have not been able to obtain a continuing commitment of staffing or funding from Vocational Rehabilitation. In addition to the funding, Vocational Rehabilitation is permitted by law to provide some post-training assistance not possible through vocational education and special education funding.

Another problem has been the cost of materials development. We have pursued this avidly, but the diversity of the requirements and learning styles of special needs students requires continuing attention. We could use additional funding in this area, and would welcome help from other sources, such as the National Institute of Education.

STATEMENT OF WILLIAM C. KNAACK, SUPERINTENDENT, SPECIAL INTERMEDIATE SCHOOL DISTRICT NO. 916, WHITE BEAR LAKE, MINN.

Mr. KNAACK. Mr. Chairman, members of the committee, Commissioner Van Tries and others have expressed our general concerns about general aspects of the use of Federal funds in vocational-technical education in Minnesota.

I would like to attempt to communicate to you how we have been using the vocational education funds for the handicapped in our intermediate district, which involves both secondary and postsecondary students.

Since we have had a need to explain this process a number of times, and since we want to tell it as concisely and accurately as possible, we have developed a soundslide presentation describing the programs.

I am going to ask if we can proceed with that now. If the committee would like to ta[illegible] front row seats out here, I think it would be a little easier.

I will make specific comments.

[A movie was shown.]

Mr. QUIE. OK, Bill.

Mr. **Knaack.** Mr. Chairman, the mere content of what we have to say is included in the supportive materials that you have on that.

So our remaining remarks will be quite brief.

They might answer questions you might have as to specific kinds of information which the committee might be interested in, are contained in there and the numbers served and the costs, the numbers in the evaluation program and the supplemental resources instructor program.

The results are outlined on pages 2 and 3 of the materials which you have been given and contain my remarks.

The total numbers that we dealt with in the past year just with our specific institute is 140 students, postsecondary, and secondary and the evaluation program and an additional 390 students that were handled through the supplementary resource instructor program.

So it is a little over 500 students, which would be approximately 20 percent of the total number of students that we dealt with for that year.

We give you some other figures; how many students have a handicap. In our case there were about 20 percent that need some kind of additional help.

The costs during the past year for this kind of service have been approximately $220 per student served for the evaluation and the supplementary resource instruction.

However, for those students who participated in the regular vocational instruction program and they then transferred into that program as indicated on the report, that is local and State, we will probably spend an additional $2,000 in State and local money for which no particular credit is given on any of the existing reporting services for the handicapped, because we provide the supplementary help to them and they can then function in what might be a typical program funded with the regular funding sources.

I think, Congressman Quie, that may be one approach to the add-on cost that you are talking about, because that really means that the handicap money is not spent in that way.

I might also add that the Minnesota State Board of Education has passed a resolution for secondary programs going on and you will be interested in the details of that program as well.

916 AVTI has also participated in training the incarcerated under the Manpower Act. We have used funds from sources other than the Vocational Act for this.

We manage some of the training programs within the Stillwater State Prison and the Ramsey County Workhouse.

We also accept their day-release students for in-house training. We have had 16 from the State prison during the past year taking advantage of 916, and their ability to come to 916 greatly multiplies the options available for them.

A prison might have four or five vocational programs at the most. When they come to 916 they have 50-odd.

Inmates are not accepted until they are within 18 months of parole. Placement results have been very good.

We hope that the local governments will continue to fund these programs under the SETA organization.

One problem we have had, just to deal very briefly with problems now, is that the "R" for Vocational Rehabilitation in SERVE, in that, we have not been able to obtain a continuing commitment of staffing or funding from Vocational Rehabilitation.

In addition to the funding Vocational Rehabilitation is permitted by law to provide some kind of posttraining assistance not possible through vocational education and special education funding.

Another problem has been the cost of materials development. We have pursued this avidly but the diversity of the requirements and learning styles of special needs students requires continuing attention.

We could use additional funding in this area and would welcome help from other sources such as the National Institute of Education.

Mr. Wrobel, do you have anything to add to that?

STATEMENT OF CHARLES WROBEL, MANAGER, SPECIAL NEEDS, AREA VOCATIONAL TECHNICAL INSTITUTE, WHITE BEAR LAKE, MINN.

Mr. WROBEL. Do you have any questions, Mr. Chairman?

Mr. KNAACK. Chuck Wrobel is manager for Special Needs at 916 AVTI. This involves the handicapped students that we have at 916 technical institute and high school training center.

They also supervise a kindergarten through adult program, for the mentally retarded, which is located elsewhere in the district.

Chairman PERKINS. I have several questions.

Do you want to go ahead, Al?

Mr. QUIE. Go ahead.

Chairman PERKINS. I just wonder, to what extent are you serving the handicapped that make applications for vocational training today.

Mr. KNAACK. We have an open enrollment policy. I guess there are a couple of things that make it easier for us to handle the handicapped as they come in.

One, of course, is a building that is totally barrier free. Aside from that the nature of the individualized instruction makes it possible for a student, for example, that would not be qualified to take a full program in printing or graphic arts but he can learn to run two machines perhaps and on the basis of that might become employable if the program is not individualized, and that is probably not going to be posssible, and so another situation, that student might be refused because before you take him and train him on those machines based on the evaluation of our SERVE center and he can become employable, another barrier sometimes occurs with getting into occupational training programs.

We take the view in our programs that about 15 to 20 percent of the slots, if they are available in that training program, should be available for the handicapped.

So we do have a demand factor for a program. Essentially we have established two waiting lists. We have one for the handicapped for their percentage and one for what you might call the regular students.

If there are handicapped students waiting we won't keep those slots open forever. But then the next time a student drops out, there is the handicapped student that gets it next.

So we make sure they have access to it.

Chairman PERKINS. After you have these students in training do you receive cooperation from the regular handicapped programs, separate and apart, and do they turn over their funds to vocational education? What kind of cooperation do you have at that level?

Mr. WROBEL. When we started with the SERVE concept we put together a developmental model. This represents a program of vocational education for the handicapped.

We took it to the VOCED school and said, "if we go with this model, will you three State agencies fund it?"

First they said, "who ever heard of three State agencies working together on anything?" That is the old syndrome, he who has got the gold has the right to rule. There was no way that each State agency was going to share their gold with another, at that point some 5 years ago.

So we established an advisory activity of rehab and vocab folks from around the area. The outcome was that special education would pay certain kinds of aid. Rehabilitation would provide rehab services. So we have a combination of funding. We have manpower funding. So we have been able to get the disciplines together.

It seems like old home week here with Congressman Meeds. I was a constituent for 7 years. Lloyd and I put together at Victoria Ranch, we had the same thing out there. It was a matter of getting the various agencies together for money for services for kids. I think the biggest problem we have is know-how.

You get voc-ed people that say, sure, we would do it if we knew how to or you get special ed people who say, we would do voc-ed if we knew how to.

One of the things we have done with the SERVE model is to put together an interdisciplinary staff. We have top people now. This way you get the strengths of the three disciplines into one program for the kids.

Chairman PERKINS. Thank you very much.

Mr. QUIE. What is the trouble with VRU? You have been unable to obtain a continuing commitment? What is the trouble with this?

Mr. WROBEL. I really don't know. But, for example, we just don't have the rehab services such as psychological work. We don't have the services for followup into the community. Rehab assigned one counselor to us even though we have a load of over 200 people on his case list. They just horizontally split his caseload to include another couple hundred of our kids.

We negotiated with the State division of voc rehab. We haven't obtained the results of yet.

I mentioned to you, Congressman Quie.

Mr. QUIE. Is there anything that can be done in the way of Federal legislation to bring about coordination?

It seems to me that what you have done in SERVE is to recognize that when a person needs services in more than one department they should be able to secure them in one program rather than shunting to various programs or else take them one at a time.

After all, you don't serve a person's physical needs just after they have their accident and then their psychological needs because of the fact that they may have lost a limb and then their vocational needs later on.

But you try and serve all three at the same time because they interplay and a person recovers faster and probably develops greater skills.

So it seems to me with the handicapped you are dealing in the same area.

Mr. WROBEL. I think one of the problems we have in putting together an interdisciplinary model is the old notion of training people in interdisciplinary teaching.

We are working on a SERVE teacher training model which will train special and rehab voc-ed people how to work together, how to cooperate. If we pool that together, we were doing it through the University of Minnesota for the 50 State agencies.

The decisionmakers are the folks who receive the money that you folks send down from the Hill. Those are the people we have got to reach.

One of the first things you do is whether you have Al Quie or Lloyd Meeds or Carl Perkins or Bill Steiger—I feel fortunate that we have Congressman Quie in our area addressing himself to the problem.

I think one of the things you can do, Congressman Quie, at the Federal level would be to put some language in the law someplace which says that the cooperative intermingling of moneys has to start at the Federal level. This would mandate cooperation.

We had a meeting in December back there. We have discovered that in the USOE they are not cooperating and the specialists in Voc-ed, they don't communicate. They don't get together. They have each got their own little nest with their gold. They are not going to share their gold. That is what has to start.

You fellows in Congress should say, "Look, if you are going to get the money this is what you have to do. In other words, function as a school board. You are not going to get the money unless you demonstrate that you are cooperating to get the bucks."

That is a suggestion. I don't have the know-how on that. I hope you do.

Mr. QUIE. Lloyd?

Mr. MEEDS. Thank you very much, Mr. Chairman.

I am sorry I missed part of the testimony so I won't ask any questions.

But I would like to just point out that Washington State's loss was Minnesota's gain. I worked with Charley in Washington State. I must say that he was always doing something new. He was on the leading edge of change in the activities that he undertook.

I am sure he will continue to do that. In each instance, at least in our State, concepts that he started have been picked up and used.

So we are sorry to lose you. But glad you came to such a good area.

Mr. WROBEL. I came out of Wisconsin, out of Congressman Steiger's area. Now I am in Mr. Quie's area. So, Chairman Perkins, it looks like you are next.

Chairman PERKINS. We would be delighted to have you.

Mr. QUIE. Let me ask you. As far as the programs in vocational schools for the handicapped, how does that differ, let us say, out there at 916? Is there a process through which it operates?

Mr. WROBEL. We are more on the integration and normalization model of including handicapped special needs kids in the mainstream. They do not have a special program. There are special facilities for special kids. We are in an integration model. We are not saying that our model is better or worse than theirs.

Something else I think is very important. One of the things that you have to have in the school district are priorities. 916 before they laid the first brick, Bill Knaack as superintendent, was committed to the integration and normalization of voc ed and handicapped and disadvantaged. That is why it happened.

But it takes that kind of leadership. It takes that kind of commitment. Talk about the leading edge. I keep him half oiled half the time and he keeps me half oiled half the time.

But the thing is that you have got a superintendent who is committed.

Mr. **Quie**. Are you getting money from the State for handicapped aside from set-side money?

Mr. **Wrobel**. Yes.

Mr. **Quie**. I would like to ask Bob Van Tries. You have got special education in the Minnesota Department of Education which receives funds from the U.S. Office of Education. That means you are free to talk to your counterpart in special education, I assume. To what extent do those three, vocational rehabilitation, vocational education and special education, to what extent do you and Kerke and Gross meet together to talk about these things?

Mr. **Van Tries**. Right now, Mr. Quie, until recently vocational rehab was clear on the other side of St. Paul. If we met it was unusual and had to be a meeting that was set.

Now they are in the same building as we are and we meet twice a month with special ed and vocational.

Mr. **Quie**. How long have you been meeting twice a month?

Mr. **Van Tries**. Three months.

Mr. **Quie**. Has that had an effect at all?

Have you noticed?

Mr. **Wrobel**. I think because of SERVE we are meeting up there now.

Mr. **Quie**. How many of the Vo-Tec schools have programs for the handicapped now?

Mr. **Van Tries**. I would say about all of them have some kind of a program for the handicapped. There are some schools where there are special programs.

Mr. **Quie**. For instance, have special programs for the handicapped?

We will hear from Bob Lauritsen next.

Are they involved in Duluth and Anoka?

Mr. **Van Tries**. They are involved. But I am not sure to what extent they are involved.

Mr. **Quie**. I didn't know they were in Anoka.

Mr. **Wrobel**. I think the closest thing to our model would be St. Paul TVI. Essentially it is the SERVE model. They have special education-vocational rehabilitation-vocational education involvement. Bob can comment on it when he is up.

Mr. **Quie**. Does anybody have anything else?

Mr. **Steiger**. I have no questions.

Mr. Chairman, I want to say both to Chuck and to Bill, I have at least in the last 4 years, and maybe it is 5 but I think it is 4, heard Al Quie talk about White Bear Lake and 916.

I am particularly grateful that at long last I have some understanding as to what he is talking about and why he was so proud of it.

Thank you very much.

Mr. WROBEL. I know the first time Congressman Quie came out and had a talk with him he wanted to know if there was really a building out there.

Mr. QUIE. I want to call on Bob Lauritsen now, since that kind of fits into this whole area, the handicapped.

Bob, if you will come up.

Bob has some of the students along with a translator.

It is great to see Bob still up in St. Paul, working in the area.

[Prepared statement of Mr. Lauritsen follows:]

PREPARED STATEMENT OF ROBERT R. LAURITSEN, COORDINATOR, ST. PAUL TECHNICAL VOCATIONAL INSTITUTE PROGRAM FOR DEAF STUDENTS, MINNEAPOLIS, MINN.

New careers for deaf people have been greatly expanded through the efforts and support of the Bureau of Education for the Handicapped. History records that the first major break-through in post-secondary education for deaf people occurred in 1864 with the establishment of Gallaudet College. History will also record that the next major break-through in post-secondary education of deaf people had to wait for over one hundred years.

In 1965, the Federal Congress passed P.L. 86–36 establishing the National Technical Institute for the Deaf (N.T.I.D.), now located on the campus of the Rochester Institute of Technology, Rochester, New York. Gallaudet College together with N.T.I.D. provide two national resources for post-secondary education at the baccalaureate, baccalaureate-plus level or in the technologies.

The U.S. Office of Education, and the Vocational Rehabilitation Administration (R.S.A.), in 1967 issued the following statement:

The deaf youth of our nation should be entitled to complete post-secondary education and training opportunities. Demonstration programs can be developed at vocationally oriented junior colleges, area vocational schools and residential vocational schools with support through . . . Federal aid programs, Section 302 of P.L. 88–164, as amended, and the Amendments to the Vocational Rehabilitation Act (P.L. 89–333).

The Commissioners of Education and Vocational Rehabilitation did initiate and fund three regional post-secondary programs for deaf students in 1968–69. These programs were located at the St. Paul Technical Vocational Institute (St. Paul TVI), Seattle Community College and Delgado Junior College, New Orleans. These three programs were initially funded by five year Research and Demonstration Grants. The Delgado Junior College grant terminated May 31, 1973. The Delgado Junior College program continues to function at a reduced level utilizing local funds while still maintaining a search for Federal funds. The St. Paul TVI and Seattle Community College grants terminated May 31, 1974. These two programs continue to function by virtue of new short-term funding from the Bureau of Education for the Handicapped.

Of these five major programs: Gallaudet College, NTID, St. Paul TVI, Seattle Community College and Delgado Junior College; only Gallaudet College and NTID have "permanent" funding. The thrust of this testimony is to assist in bringing "permanence" to the regional concept of post-secondary education for deaf people.

The success of the regional programs can be measured directly in the areas of skill acquisition in a multiplicity of training areas in technical vocational education at the post-secondary level. To date deaf students have matriculated in 65 unduplicated areas of training. These areas are shown in Chart I, page 3.

CHART I

UNDUPLICATED COURSES OF STUDY AT THREE REGIONAL POST-SECONDARY PROGRAMS FOR DEAF STUDENTS, JULY, 1974

Accounting.
Apparel Arts.
Architectural Drafting.
Architectural Technology.
Auto Body Repair.
Automotive Mechanics.
Baking.
Boiler Maintenance.
Bookkeeping.
Bricklaying.
Cabinetmaking.
Cake Decorating.
Carpentry.
Chemical Technology.
Child Care and Education.
Civil Engineering.
Commercial Art.
Construction Drafting.
Cosmetology.
Custom Apparel and Fashion Design.
Data Processing.
Dental Laboratory Technology.
Design Technology.
Diesel Mechanics.
Drafting.
Dry Cleaning.
Early Childhood Education.
Electro Mechanical Technology.
Electrical Engineering Technology.
Flower Arranging.
Graphic Arts.
Health Occupations.
Highway Technology.
Industrial Electronics.
Industrial Hydraulics.
Inhalation Therapy.
Keypunch.
Landscape Technology.
Library Technology.
Machine Tool Processes.
Mechanical Engineering Technology.
Medical Laboratory Assistant.
Nurses Aide.
Office Practice, General.
Optical Technology.
Orthotics and Prosthetics.
Painting and Decorating.
Petroleum Engineering Technology.
Photography.
Plumbing.
Poodle Groomer.
Practical Nursing.
Production Art.
Recreational Technology.
Restaurant & Hotel Cookery.
Secretarial, General.
Sheetmetal.
Small Appliance Repair.
Technical Illustration.
Tool & Die.
Traffic Transportation.
Truck Mechanics.
Upholstery.
Watchmaking.
Welding.

A total of 974 students representing every state in the union, plus several of the territories, have been served by the Regional Programs. The student application rate for the 1974–75 academic year is higher than for any of the preceding years. The consumer, the deaf student, is voting in large numbers for the continuance of the Regional Programs.

Another measure of success is the rate of successful completion of a post-secondary program. A figure commonly heard is that approximately 80 percent of hearing students beginning a baccalaureate program in the United States fail to receive that degree. Another common figure is that of hearing students beginning a two year post-secondary program of study, approximately 16 percent will not complete that course of study. At St. Paul TVI, in the Program for Deaf Students, less than 9 percent of students fail to complete a program of study successfully. Success is measured at St. Paul TVI in the following ways:

1. Graduation from a program of study with employment in the major area.
2. Graduation from a program of study with employment in a related area.
3. Direct entry into employment from a course of study, but prior to graduation.
4. Transfer to another institution of post-secondary education.

Combining these factors, the success rate for deaf students at St. Paul TVI is 96 plus percent.

A less tangible, but perhaps a more significant measure of success are the personal-social maturation growth factors students enjoy coupled with an increased public awareness of deafness and a greater acceptance of deaf people into mainstream society.

Numerous students begin their post-secondary education program with minimum self-confidence, self-image, understanding of self and severely restricted coping power and skills in the activities of daily living. A strong program of supportive services, a hearing environment and goal directed technical-vocational education combine to produce students who, upon completion of a program of study are prepared to cope in the majority society, the hearing society.

A major contribution of integrated post-secondary education for deaf students is increased public awareness. The emphasis in education is on the acquisition of skills. The premise is that employers seek skilled workers, persons who can do a job. Given the skills, deafness is not the major employer consideration. St. Paul TVI has graduated 225 deaf students. All of these graduates have received their education with hearing peers. A large percentage of these graduates seek employment in Minnesota, along with hearing graduates of St. Paul TVI. The deaf graduate is viewed by hearing co-workers "as a fellow TVI graduate, 3rd man in class ranking, end on the football team, who happens to have a hearing problem . . . he's deaf." This type of public awareness, and acceptance goes a long way in reducing unemployment . . . and underemployment.

Five plus years of direct experience at St. Paul TVI in the field of post-secondary education preceded by nine years in counseling deaf people bring to focus selected factors pertaining to regional post-secondary integrated programs for deaf students. These factors are:

Educational opportunity for the majority

1. Regional Programs provide educational opportunity and access to the majority of Deaf Americans who are unable to compete at a baccalaureate level of training.

Educational alternatives

2. Regional Programs provide educational opportunity and access to Deaf Americans who although able to compete at the baccalaureate level seek educational alternatives.

Employment of graduates at the 96 percent level

3. The Regional Programs are highly successful when using employment as one criteria for success. Deaf graduates of regional programs are consistently employed at the 96% plus level.

Social growth & maturity

4. Deaf students make major advances in social growth and maturity development as a direct result of their continuing education opportunities. Psychological instruments do not readily adapt themselves to measuring this type of growth. Yet our files are full of unsolicited parent letters with statements such as "We sent you a child, you returned an adult".

Current rate of application 50 percent higher than preceding years

5. Post-secondary programs for deaf students have proliferated in the past five years. From a modest beginning of five post-secondary programs in 1968–69, there are now in excess of forty such programs. The growth of post-secondary education has not diminished the need for the continuance of the Regional concept. At St. Paul TVI the rate of application is 50% higher for the 1974–75 academic year than for any previous year. Attachment A presents a current analysis of the status of post-secondary education for the deaf in the United States.

Search for funding

6. The funding of post-secondary programs for low incidence handicap groups including the deaf, presents a major dilemma. Considerable effort has been invested in seeking available funding. The result of funding investigations indicate that Federal funding offers the best philosophical approach to the continuance of Regional Programs. Attachment B describes Funding Alternatives.

Funding for excess costs only

7. Regional Programs seek only excess funding for students served. The return on the funding investment is remarkable. At St. Paul TVI the Federal investment permits full utilization of an existing, modern 20 million dollar facility with an annual operating budget of 5 million dollars.

Consortium approach

8. The return on the Federal investment is multiplied through the Consortium approach. St. Paul TVI has deaf students enrolled in neighboring technical vocational institutes, community colleges and the University of Minn. The consortium approach works at "long-range". A deaf student successfully matriculated at the Pipestone Technical Vocational Institute, a distance of 196 miles, during the 1973–74 academic year with the use of supportive services. Supportive services will be provided to a deaf graduate student in Public Administration at Mankato State College during the 1974–75 academic year.

Preparatory programs prepare deaf students for mainstream education

9. Regional programs provide mainstream education for handicapped students. The majority of entering deaf students begin their post-secondary education in Preparatory classes. Preparatory classes enable students to: 1) adjust to the new educational environment, 2) adjust to independent living, 3) learn to use supportive services, 4) continue basic academic preparedness, 5) have opportunity to select major area of study with skilled assistance and 6) to develop secure peer group identification. The preparatory model has adaptation for other groups, non-deaf, of students as well. Upon completion of the Preparatory program, education takes place in classes, shops, and laboratories with regular instructional staff and hearing students.

Educational interpreters facilitate mainstream education

10. Mainstream education is possible for deaf students through the use of the educational interpreters. St. Paul TVI maintains a staff of fifteen interpreters to serve a daily average attendance of eighty regular deaf students during the regular academic year in addition to 22–26 Preparatory Deaf Students. Interpreters form the cornerstone for permitting deaf students to mainstream or integrate with hearing students in regular classrooms. In past years the availability of educational interpreters presented a major dilemma. In 1972, St. Paul TVI initiated a summer Interpreter Institute. This special program was highly successful in providing skilled interpreters.

The Summer Interpreter Institute was repeated in 1973 and 1974. The national shortage of qualified interpreters caused six national institutions to form a National Interpreter Training Consortium (N.I.T.C.) effective June 1, 1974. The six institutions are: 1) New York University, 2) Gallaudet College, 3) the University of Tennessee, 4) the University of Arizona, 5) California State University at Northridge (CSUN) and 6) St. Paul TVI. Guidance and funding for the N.I.T.C. has come from the Rehabilitation Services Administration. The N.I.T.C. has major objectives of: 1) training of new interpreters, 2) re-training of interpreters, and 3) training interpreter trainers.

Counseling crucial to career guidance

11. Handicapped and disadvantaged youth and adults in large measure require expert counseling services. The typical deaf secondary school leaver presents enormous gaps of knowledge, not only in basic academic areas of arithmetic, language and social sciences skills; but also in social skills, vocational skills and coping power. Skilled counselors provide direction, career information and motivation for deaf students to diminish any deficiencies they might have. St. Paul TVI employs two counselors yielding an average ratio of approximately 50 deaf students per counselor.

Technical vocational education ideal for deaf students

12. Technical-vocational education presents an ideal framework for deaf students. The nature of technical vocational education as a process embracing all the experiences an individual needs to prepare for a useful occupation is ideal for large numbers of deaf persons. Technical vocational education is viewed as a major component of career education. The application of technical vocational education for deaf people is described in an article "Technical Vocational Education of the Deaf—1974". This article, in press, is appended as Attachment C.

Career media for the handicapped

13. Deaf persons are primarily visual learners. The field of educational media and technology has minimal materials that are well suited for the deaf learner. The Bureau of Education for the Handicapped, Media Service and Captioned Films, awarded a contract to St. Paul TVI June 29, 1971 for "A Multi-Phase

Project to Facilitate Vocational Exploration Via Media". This project has been in continuous operation and has produced films for counseling and career readiness. This program has been funded through a sub-contract with the National Center for Educational Media and Materials for the Handicapped, Ohio State University since March 1, 1974.

Self-supporting deaf graduates make program for deaf students self-supporting

14. Dollar averaging indicates that the earning power of St. Paul TVI's 225 deaf graduates during the first five years equals $3,570,000. This combined figure yields an approximate Federal income tax of $856,800. The total Federal dollar input for this five year period was $767,000. In effect tax dollars returned to the Federal government was $89,800 more than the Federal investment.

In capsule view, the Federal investment at St. Paul TVI has permitted the development of the following programs:

I. MULTI-REGIONAL PROGRAM FOR DEAF STUDENTS

Staff.—Coordinator, Robert R. Lauritsen; counselors, Patrick Duggan, Roger Reddan; instructors, June Allen, John Bachman, and James Jones.

Interpreters, Jacky Anderson, Lori Andretta, JoLynn Blaeser, Laura Bloomfield, Sandy Gedde, Becky Gilbertson, Karen Guida, Jann Harris, Mary McCune, Linda Lesar, Jeanne Maietta, Ruth Mayfield, Susan Morgan, Kathy Parker, Elna Taggart; secretary, Irene Domonkos.

Students served.—420 deaf students during first five years. Annually 170–180 deaf students served.

States served.—Students represent 30 states, the District of Columbia and Canada.

Areas of training.—Deaf students have been trained in 38 major areas of study.

Success rate.—Employment and continuing education have consistently been at the 96% plus level.

Projections for the future.—Application rate for the 1974–75 year is 50% ahead of previous years. Technical vocational education enrollment forecasts indicate increased enrollments for the forseeable future.

II. CAREER MEDIA FOR THE HANDICAPPED

Staff.—Co-coordinators, Robert R. Lauritsen, Gerhard W. Nelson; media specialists, David Custer, Ph.D, Diana Yee; interpreter actress, Marilyn Mitchell; artists, Kathy Licht, Randy Rom, Ken Lenzmeier; film editors, Ed Anderson, Don Leeper, Julian Semilian; secretary, Valerie Weiss; consulting staff, Technical experts from St. Paul TVI and the community at large.

Students served.—The multi-media materials being developed are for secondary age students, post-secondary students and clients of vocational rehabilitation.

States served.—National.

Areas of training.—Films produced to date cover Machine Tool Processes and Basic Office Skills. For the 1974–75 academic year films will be produced for Chemical Technology.

Success rate.—The primary indicator of "success" at this point is demand for the materials throughout the United States. All films will be field validated in the Fall of 1974. National distribution will follow field validation.

Projections for the future.—The Bureau of Education for the Handicapped, and the National Center for Educational Material and Media for the Handicapped have funded this program through Aug. 31, 1975. Needs assessment studies completed to date indicate that media will continue to be an essential ingredient of the educational process, particularly for the handicapped learner.

III. NATIONAL INTERPRETER TRAINING CONSORTIUM (N.I.T.C.)

Staff.—Director, Robert R. Lauritsen; key instructor, To be hired by August 26, 1974; auxiliary staff, The staff and students of St. Paul TVI.

Students served.—Students served will be hearing persons entering the field of deaf education/rehabilitation and related fields and persons in the field of deaf education/rehabilitation and related fields seeking up-grading.

States served.—Under the national consortium approach St. Paul TVI will have primary responsibility for eleven (11) Upper Midwest states.

Areas of training.—Interpreter Training. Interpreters will be trained for all areas of Interpreting: 1) education, 2) rehabilitation, 3) legal, 4) religious, 5) medical.

Success rate.—The 1972–73 six week summer Interpreter Institutes measured success by 1) number of persons employed as Interpreters and 2) number of persons employed where sign language skills were used (rehabilitation counselors, work evaluators, educators). The success rate for the first two Institutes is measured as 80.7%. It is anticipated this success rate will hold or increase.

Projections for the future.—The Office of Deafness and Communicative Disorders, Rehabilitation Services Administration has assigned top priority to relieving the chronic shortage of interpreters for deaf clients. The goal of the N.I.T.C. is to relieve this shortage in a five year time span.

In addition to these three Key programs St. Paul TVI has sponsored a variety of short-term workshops such as "Improving Health Services for Deaf Persons." TVI personnel have been involved in a host of local, state, regional and national workshops, conferences, forums and symposia activity with the common goal of minimizing the educational deprivations imposed by Deafness.

A practical view of funding

The conviction of this testimony is that regional post-secondary programs for deaf students benefit not only Deaf Americans, but the American Society at large. The basic question that has faced the Regional Programs is *how shall the Programs be continued?* Once again, attachment B presents an analysis of various funding strategies. For purposes of this testimony it seems prudent to highlight several funding factors.

1. The legislative amendment to the current ESEA legislation as introduced by Congressman Quie is viewed by Deaf Americans and the Deaf Community as the most significant development to occur in continuing regional post-secondary education programs for deaf students.

2. The Vocational Education ten percent set aside monies for the handicapped as administered by the states have created a dilemma for post-secondary education programs for the deaf. In the case of the State of Minnesota, the judicial use of the ten percent set aside monies allocated on a percentage basis for Minnesota students has permitted the St. Paul TVI program to operate at a level equal to the demand for services. Other states have been less fourtunate. In more than several states these ten percent set aside monies have been used as seed money, limited in amount, and issued on a year to year basis. This allocation system has precluded the development of quality programs, based to a large degree on uncertain funding futures. In at least one state a program for deaf students was given the entire state allotment of ten percent monies for the first year of program operation with the assurance that these monies would be diminished each succeeding year. This program served an all-time high of 108 students during its first year of full funding. For the 1974–75 year this same program, with reduced funding, is struggling to reach an enrollment of 25 deaf students.

The state allocation system dictates that the ten percent monies be used for residents of a given state. The transfer of these monies from one state to another state has been investigated and found to be unworkable. A solution to the use of ten percent set aside monies for regional post-secondary education programs for deaf students would be to set aside at the Federal level a modest percent of monies to be distributed to a few regional key programs.

3. The use of special education monies for deaf students at the post-secondary education level has been investigated. Minnesota is one of several states that permits the use of special education monies for handicapped students until the age of 21 or high school graduation, whichever occurs first. Since virtually all handicapped students, including deaf students "graduate" from high school, the deaf student is effectively severed from special education and funds at the post-secondary level of education.

4. Vocational Rehabilitation monies come to the Regional Programs for Deaf Students. These monies however are primarily for individual student support in payment of basic tuition, books and supplies, and dependent upon a financial needs statement, room and board. The Regional Programs are indebted to the Rehabilitation Services Administration for their fifty percent support costs together with the Bureau of Education for the Handicapped for the first five years of the Research and Demonstration grant of the Regional Programs. How-

ever, on a continuing funding basis apparently the Rehabilitation Services lack a ready source of funding support.

By every known measure the Regional Programs for Deaf Students have apparently been declared successful. In the volatile field of Deaf Education success is difficult to obtain. The remaining hurdle, that of continuing the Regional Programs, is indeed formidable. The pattern of the Federal government in numerous areas of endeavor is to provide seed money to determine the worth of a given program. Once worth, or success is obtained, the Federal government attempts to shift continuing funding to the local or state agency. Involved are numerous questions of state-federal control. The question of control is complex. This basic question, and the manner in which it has been resolved has created either exemplary programs, or a graveyard of white-crosses of successful programs that could have been if . . . Deafness has always been elusive; to families, to educators, to physicians, to rehabilitation workers, to legislators, to society at large. This testimony has been an attempt to demonstrate that Deafness need not be elusive. The debilitating effects of deafness can be ameliorated through quality programs. Quality programs can be maintained and developed through the judicial guidance of our Federal Government. I am deeply pleased that the United States House of Representatives, Committee on Education and Labor, General Subcommittee on Education has demonstrated a genuine interest, concern and commitment for a major segment of our American Society, the Deaf American.

ATTACHMENTS

A. Current analysis of the status of post-secondary education programs for the Deaf in the United States.

B. Funding Alternatives for Post-secondary Education Programs for Deaf Students.

C. Technical Vocational Education of the Deaf –1974.

ATTACHMENT A

Current analysis of the status of post-secondary programs for the Deaf in the United States.

Note: This information was prepared by St. Paul TVI as part of an application to the Bureau of Education for the Handicapped, March 29, 1974.

I. STATEMENT OF PROBLEM

A basic American objective is post-secondary education. Historically, a college education was the dream of the majority of American parents for their children, and the dream of the majority of children for themselves. In recent years the college dream has been challenged, but not the need for some form of post-secondary education. Technical vocational institutes, community colleges and junior colleges have emerged in positions of prominence to fill a major portion of the American education dream. This dream is no less for Deaf Americans than for all other Americans.

Post-secondary education opportunities for deaf people have greatly expanded since 1968. For over 100 years Gallaudet College, Washington, D.C. was the single major choice for Deaf Americans to pursue post-secondary education with skilled assistance to meet their needs. Prior to 1968, only the most limited attempts were made to provide a post-secondary education experience for deaf students in hearing environments. One local example was the Riverside City College, which initiated a small resident student only program in 1961. Vocational Rehabilitation Counselors sporadically provided limited training programs for deaf individuals in hearing environments. A limited number of deaf individuals have historically succeeded in programs for students with normal hearing. The majority of this small number of deaf individuals were discovered, upon investigation, to be primarily hard of hearing or deafened individuals with educational problems substantially different than the prelingual deaf person. (Cramatte, 1968; Quigley, Jenne' and Phillips, 1968).

The Congress of the United States recognizing the need for expanded post-secondary education for deaf students in 1965, passed Public Law 89–36 establishing the National Technical Institute for the Deaf (NTID). The initial pilot group of 70 deaf students entered NTID in September 1968. The projected enrollment of NTID is 750 students. Thus, NTID became a second National educational opportunity and alternative for deaf students.

Officials of the United States Office of Education and the Social and Rehabilitation Services in 1968 recognized the further need for vocational, technical and academic opportunities for deaf people. A document entitled "Improved Vocational Training Opportunities for Deaf People, Guidelines for Preparing an Application for a Demonstration Project", was therefore prepared and disseminated in 1968. This document read in part:

"Deaf leaders, their families, educators of the deaf, and vocational rehabilitation workers among others, deeply concerned about severe limitation in choice of training opportunities for deaf people over the country, generated interest in conducting a nationwide study that would provide a firm basis for evaluation, correction, and growth. The Advisory Committee on the Education of the Deaf to the Secretary of Health, Education and Welfare, authorized by the 88th Congress, made this study, reporting in 1965. It presented among many others, recommendations for improved post-secondary training opportunities for deaf people, including vocational education to which this statement is specific.

The Department subsequently issued Review and Recommendations of The Department of Health, Education, and Welfare on the Report to the Secretary on the Education of the Deaf, Part II of which reads in part as follows:

The deaf youth of our Nation should be entitled to complete post-secondary education and training opportunities. Demonstration programs can be developed at vocationally oriented junior colleges, area vocational schools and residential vocational schools with support through . . . Federal aid programs, Section 302 of P.L. 88–164, as amended, and the Amendments to the Vocational Rehabilitation Act (P.L. 89–333).

To bring to reality such demonstration programs, the commissioners of Education and Vocational Rehabilitation are prepared to fund five-year programs in three selected institutions."

The three institutions selected were the St. Paul Technical Vocational Institute (St. Paul TVI), Seattle Community College, and the Delgado Junior College, New Orleans. The five year grant periods for St. Paul TVI (Grant No. RD–14–P–5519615) and Seattle Community College are June 1, 1969–May 31, 1974 The grant period for Delgado Junior College was June 1, 1968–May 31, 1973.

By Fall of 1969 there were two Congressionally mandated programs; Gallaudet College and NTID, and the three federally funded Research and Demonstration Programs. The three Research and Demonstration Programs rapidly became known and identified as the Regional Programs.

The NTID and the Regional Programs brought to prominence a well-defined array of supportive services that facilitated opportunities for deaf students to matriculate, and succeed, in programs for hearing students. These basic supportive services included: 1) A Preparatory or Vestibule Program, 2) Interpreting Services, 3) Counseling, 4) Note-taking, 5) Tutoring and, 6) Auditory Training.

Within the U.S. Office of Education, the 1968 Education Amendments provided that ten percent of all Vocational Education monies were to be designated for the education of handicapped students. These monies were to be distributed to the states on a formula basis with the major purpose of permitting handicapped students to become a part of mainstream education. These monies were to become known as the ten percent set-aside monies for the handicapped.

The almost immediate success of NTID and the Regional Programs coupled with the 1968 Education Amendments and the ten percent set-aside monies for the handicapped set the stage in large part, for additional post-secondary programs for deaf students to emerge.

In December 1971, a group of eight administrators of post-secondary programs, for deaf students recognizing the growth of new programs met at St. Paul TVI for the purpose of defining issues pertinent to post-secondary education. One outcome of this meeting was the publication of A Guide to College/Career Programs for Deaf Students. In February 1973, 20,000 Guides were ready for distribution. The Guide reported on twenty-seven (27) known post-secondary programs for deaf students operative in the Fall of 1972.

The Guide to College/Career Programs for Deaf Students is in the process of being up-dated, Spring of 1974. Preliminary information on the revision was presented by the Office of Demographic Studies, Gallaudet College at a meeting of administrators of post-secondary programs for deaf students in Tucson, Arizona, February 1974.

A brief analysis of the current status (Spring, 1974) of post-secondary programs for deaf students may assist in defining the need for Regional Programs. The following charts are based on 46 post-secondary programs for deaf students as identified by the Office of Demographic Studies.

CHART I.—POSTSECONDARY PROGRAMS FOR DEAF STUDENTS BY SIZE, SPRING 1974—N=46

Program size	Number of programs	Percent of total programs	Number of students	Percent of total population
Over 200:				
Gallaudet	1	2.2	935	32.8
NTID	1	2.2	424	14.9
100 to 150	4	8.7	514	18.0
50 to 99	4	8.7	281	9.9
25 to 49	14	30.4	457	16.0
0 to 24	22	47.8	238	8.4
Total	46	100.0	2,849	100.0

CHART II.—NUMBER OF POSTSECONDARY PROGRAMS AND STUDENTS SERVED BY REGION

Region	Number of programs	Percent	Number of students	Percent
I. 6 States	1	2.17	12	.42
II. 2 States, 1 territory and 1 commonwealth	[1] 1	2.17	424	14.88
III. 5 States plus the District of Columbia	3	6.52	43	1.51
	[2] 1	2.17	935	32.82
IV. 8 States	6	13.04	74	2.60
V. 6 States	10	21.74	305	10.71
VI. 5 States	5	10.87	193	6.77
VII. 4 States	2	4.35	47	1.65
VIII. 6 States	2	4.35	95	3.33
IX. 4 States including California and 2 territories	12	26.09	619	21.73
X. 4 States	3	6.52	102	3.58
	46	99.99	2,849	100.00

[1] NTID.

[2] Gallaudet College.

Note: See appendix A for breakdown by region and State.

CHART III.—MAJOR GROUPING OF 46 POSTSECONDARY PROGRAMS FOR DEAF STUDENTS

Institution(s)	Number of students	Percent
Gallaudet College	935	32.82
NTID	424	14.88
California programs (9)	459	16.11
Regional programs (3)	285	10.00
All other programs (32)	746	26.18
Total	2,849	99.99

Several preliminary statements can be derived from Charts I, II and III, they are:

1. 26 states currently have post-secondary programs for deaf students representing the 10 Governmental Regions of the U.S.
2. Of the total 46 programs, the two Congressionally-funded programs, Gallaudet College and NTID, account for 47.69 percent of all post-secondary deaf students.
3. By adding the three Regional Programs, St. Paul TVI, Seattle Community College and Delgado the percent of post-secondary deaf students in Federally supported programs is 57.69 percent.

4. By adding the California Programs to the Federally funded programs, the percentage increases to 73.80.

5. The 32 remaining programs do not receive Federal funds. These programs serve an average of 23.31 students with a range of 0–70.

6. There are 2849 deaf students in 46 post-secondary programs, spring 1974. Of this number, 2154 students (75.6%) are in 10 programs (21.8%) of the total number of programs. The remaining 695 students (24.4%) are in 36 programs (78.2%) of the total number of programs. The average number of students in the 36 programs is 19.31 students per program.

The report entitled "Analysis of Factors, Affecting Undergraduate Enrollment at Gallaudet College," September 1972, was prepared by New York University's Deafness Research and Training Center. A portion of this report focuses on twenty Junior and Senior Colleges in the United States providing specific programs for deaf students. The report states that of the Programs surveyed only three institutions "appear to have found financial support . . ." The three programs are Gallaudet College, NTID and Philadelphia Community College which served five students in 1972–1973. (A personal follow-up indicates that the Philadelphia Community College Program for Deaf Students does not have a sound financial base.) The report further states that at least one program, Claremore Junior College, Oklahoma, initiated a program on state funds, did not succeed, and closed with no plans for revival. Enrollment projection information for the academic year 1977–78 reveals that six program directors did not respond to a question on projected enrollment, one director projected a decrease, two directors projected no change and eleven directors projected increases. Only two programs in addition to NTID (California State and San Diego) projected increases for a total deaf student population from 1972–73 to 1977–78 in excess of 100 students (110–150, 65–130). Two additional factors from New York University's report for consideration are; (1) the "remarkable imbalance" in geographical location of the Programs and (2) the sizeable number of deaf students in some of the college programs that "can be expected to be below the academic achievement level specified" as college eligible in the report.

The status of post-secondary education for deaf students has dramatically changed since 1968. This change has occurred in the absence of any master plan. Only now are guide-lines beginning to emerge. The Research Component of the Regional Programs has the responsibility for developing guide-lines for Post-Secondary Programs for Deaf Students. Initially this responsibility was vested with the University of Pittsburgh. This responsibility was shifted to the University of Minnesota, effective July 1, 1972. The time-line for publication of these guide-lines is now targeted for December 1974.

The Conference of Executives of American Schools for the Deaf published a document entitled "Principles Basic to the Establishment and Operation of Post-Secondary Programs for Deaf Students," June 1973. The purpose of this document is "to present some principles basic to the delivery of quality services to post-secondary deaf students, and to make these principles available to people in the position of making decisions which influence post-secondary educational opportunities for the nation's deaf young people."

What then, is the status of post-secondary education for deaf students as the 1974–75 academic year and future years approach?

The following parameters are offered as guide-lines in formulating the answer to this question:

1. Gallaudet College and NTID have the securest funding base of all post-secondary programs by virtue of Congressional mandate. Few, if any, of the other 44 post-secondary programs have secure funding.

2. St. Paul TVI and Seattle Community College are continuing the search for funding patterns effective June 1, 1974. This search is described in part in Appendix B. The third Regional Program, the Delgado Junior College lost Federal funding on May 31, 1973 and continues to function at a reduced level of activity serving primarily as a state resource. Delgado has evidenced an interest for renewal of Federal funding.

3. The overwhelming majority of post-secondary education programs are funded through state monies, vocational education or vocational rehabilitation. In fact, it is conjectured, lacking hard data that 41 of the 46 programs are state funded. The exceptions are Gallaudet College, NTID, Philadelphia Community College, Seattle Community College and St. Paul TVI. The significance of this is that state monies can be used for only state residents with only rare exception.

Thus, deaf students from over one-half of the United States would lack post secondary education opportunities without Regional Programs.

4. The evidence indicates the rapid growth of new post-secondary programs has passed its peak. At least one program has phased out (Claremont College), and at least one program (CCD*) has seen an enrollment decrease. Non-federally funded programs tend to have substantially smaller enrollments than federally funded programs, with the exception of several California programs.

5. The majority of post-secondary programs, excluding the Federally funded programs, have been "self-directed" in their initiation in the absence of guidelines, national co-ordination and/or accreditation body.

6. Consistent information on funding patterns for the majority of post-secondary programs is not currently available. The best empirical evidence suggests that most monies come from the ten percent set aside monies for the handicapped from Vocational Education. At least one program, Lee College, Texas derives most of its support from Vocational Rehabilitation. Lee College served only residents of Texas in the Fall of 1972. It is conjectured that state funding in all but the most populous states (California, Texas for example) cannot be sufficient to maintain a comprehensive program for deaf students because of the incidence of Deafness, the demand on state monies, and the size of staff required to offer a comprehensive program.

7. The Interpreting function in post-secondary education has emerged as a critical, yet largely unknown element, for student success. In some instances certification by the Registry of Interpreters for the Deaf is viewed as essential for performing the interpreting function, yet the Registry of Interpreters does not list educational interpreting as one of its areas of concern. There are but a few newly initiated programs for training interpreters in the United States. Training programs for Interpreter Trainers are just beginning to emerge. The interpreting function warrants intensive analysis and attention.

8. The concept of "critical mass" of deaf students has evolved in the Regional Programs. This concept is initially defined as:

> . . . a minimum number of students to form a cohesive peer group that permits individual differences to prevail in developing adequate inter-personal relationships within the peer group. The development and confidence of "self" in the peer group yields confidence for individual members of the peer group to compete adequately in the larger academic and social environment (the hearing environment). The precise minimum number of like students to form a critical mass will vary from program to program. At TVI the critical mass is defined as a minimum of 85 deaf students.

This concept appears vital for St. Paul TVI. Applications and implications of "critical mass" need to be investigated in other settings.

9. Student application rate for St. Paul TVI is higher by approximately 50 percent for the 1974–75 school year than for any preceding year. The consumer, the student in this case, is the most reliable indicator of what is needed, in terms of education programming. Deaf students in America are voting for the Regional Programs by virtue of their applying for admission.

Deaf Americans who rightfully aspire to Baccalaureate and beyond training have Gallaudet College and NTID for their educational opportunities. The majority of Deaf Americans have talents that are not well suited to Baccalaureate training. For this silent majority, the Regional Programs have provided the opportunity to achieve according to their talents. This opportunity was created by the Bureau of Education of the Handicapped and the Social and Rehabilitation Services and must be continued.

The question remains, "What is the status of post-secondary education for deaf students as the 1974–75 academic year approaches?" Gallaudet College for one hundred and ten years has been the hall-mark of education for the deaf. NTID is demonstrating that it will be a viable educational alternative for Deaf Americans. The Regional Programs have demonstrated they successfully provide post-secondary education opportunities, alternatives and access for those students who are not able to, or choose not to attend Gallaudet College or NTID. The continuance of the Regional concept will insure the majority of school-leaving Deaf Americans the opportunity to train at a level best suited to their abilities, needs, and desires, so that they too, may participate in the American dream of Education.

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* Community College of Denver.

FUNDING ALTERNATIVES FOR POST-SECONDARY EDUCATION PROGRAMS FOR DEAF STUDENTS

The dollar cost for maintaining a post-secondary education program for deaf students in an integrated setting is in excess of $2,000 per student per year. This figure is arrived at by dividing the annual operating budgets for Programs for Deaf Students at St. Paul Technical Vocational Institute and the Seattle Community College by the average daily attendance figure of deaf students. The $2,000-plus figure includes only the cost for supportive services for deaf students in the categories of (1) personnel, (2) equipment, (3) supplies, (4) travel, (5) consultant services, and (6) other expenses.

The $2,000-plus figure does not include basic tuition, room and board, incidental costs and transportation costs incurred by individual students.

Basic tuition monies paid by deaf students are used to defray in part the regular operating budget of the host institutes and is equal to the tuition policies for hearing students. At St. Paul TVI, the tuition figure is $560.00 for 9 months and an additional $130.00 for the 8 week Summer Quarter, for a total of $690.00 per full academic year of study. The actual cost of education per full academic year is approximately $1,700.00. The difference of $1,000.00 is absorbed through St. Paul TVI's system of mil rate taxation, state and foundation aids and reimbursement patterns.

Deaf students on an individual basis may be eligible for room and board monies, incidental monies and transportation through their home office of Vocational Rehabilitation. Typically, individual deaf students will receive a portion, but not all, of these monies from Vocational Rehabilitation to meet individual needs.

Average daily attendance approximates 100 deaf students at St. Paul TVI. Because St. Paul TVI operates on a quarter system, deaf students enter and graduate four times per academic year. Thus, an average daily attendance yields an annual total attendance of approximately 180 deaf students. The $2,000-plus figure, based on an average daily attendance of 100 students, covers 180 deaf students annually.

From June 1, 1969 to May 31, 1974, the excess costs for supportive services for deaf students have been provided through a Research and Demonstration Program co-sponsored by the Bureau of Education for the Handicapped and the Social and Rehabilitation Services, both of the U.S. Department of Health, Education and Welfare. The annual amount provided from 1969–1973 was $75,000 each by BEH and SRS for a total of $150,000 annually. For the fifth year, 1973–74, SRS reduced its portion by $8,000, to yield a total grant of $142,000.

The annual grant of $150,000 was given to Delgado College, New Orleans, for the time span, June 1, 1968–May 31, 1973. The annual grant of $150,000 with the fifth year reduction of $142,000 was given to both Seattle Community College and St. Paul TVI for the time span, June 1, 1969 to May 31, 1974.

For the first three years, June 1, 1969–May 1972, the $150,000 to each Seattle and St. Paul was sufficient to meet the excess cost for deaf students. For the fourth and fifth years, June 1, 1972–May 31, 1974, the basic grant had to be augmented through other resources by approximately $50,000 per year to maintain the Programs.

A variety of funding alternatives have been explored to continue the St. Paul and Seattle Programs after June 1, 1974. The major funding dilemma is that collectively the St. Paul, Seattle and New Orleans Programs are regional programs serving deaf students from every state and several of the Territories of the United States. The precedent for a national approach to programs for deaf students has been established by Gallaudet College since 1864, and more recently, 1968, by the National Technical Institute for the Deaf.

The Regional Approach to serving deaf students is essential to maintain sufficient numbers of deaf students in each of the Programs to create a critical mass[1] of deaf students, to maintain a quality staff to provide appropriate supportive services, and to establish a firm funding base for a known number of students annually.

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[1] Critical Mass is defined as a minimum number of students to form a cohesive peer group that permits individual differences to prevail in developing adequate inter-personal relationships within the peer group. The development and confidence of "self" in the peer group yields confidence for individual members of the peer group to compete adequately in the larger academic and social environment (the hearing environment). The precise minimum number of like students to form a critical mass will vary from program to program. At TVI and Seattle the critical mass is defined as 85 deaf students.

The Regional Programs serving deaf students are essential to maintain the unparalleled post-secondary education access and alternative for deaf people in America. Gallaudet College and NTID typically serve the top 10–15 percent of deaf students in America. The Regional Programs typically serve those deaf students who do not have access to Gallaudet College and NTID.

The balance of this paper will explore the various funding alternatives to maintain the Regional Programs for Deaf Students on and after June 1, 1974.

1. Local (school district, city, county) funding. Unrealistic funding alternative. Neither Seattle nor St. Paul have sufficient numbers of deaf students at the post-secondary level to maintain a minimum Program for Deaf Students. The St. Paul school district has, since 1969, made substantial like and kind contributions in terms of total access to all facilities, supplies and equipment in addition to free use of over 4,000 square feet of space.

2. State funding alternatives. The State of Minnesota and Washington can be expected to pay excess costs for resident students. The percentage and dollar amount will vary from year to year. In approximation, it is anticipated that 25–30 percent of the total budget, or $50,000 to $60,000 can be expected from Minnesota and Washington to pay for resident students. The source of these funds would initially be from the ten percent set aside monies of Vocational Education.

Special Education monies at this point in time are not possible in most states, including Minnesota since the law provides these monies are for special education students up to high school graduation, or age 21, whichever occurs first.

Vocational Rehabilitation monies for excess costs are not realistic. Tuition monies where applicable are already provided. Limited grant monies are possible through Vocational Rehabilitation. However, these monies are time-limited, and restricted primarily to start-up programs including innovation, research and expansion grants. These grants, when available, require a distortion of program activities to fit particular grant requirements.

State Legislative funding. This alternative has not been vigorously pursued because of the residency/non-residency deaf student population. The state legislators are mandated to provide services for state residents, not non-residents.

3. Regional funding alternatives. Regional funding is unrealistic, and for the most part non-existent. Limited monies are granted on short-term basis through some Regional activities. One example would be Sec. 302 Monies of the Vocational Rehabilitation Program. These monies have been interpreted by the Social and Rehabilitation Services as being available for sheltered workshop type programs. Another former possibility were the Trio Programs. These monies in recent years were not available for new programs. The major disadvantage with Regional funding when monies are available is that they are Regional monies, whereas the scope of Programs for Deaf Students are multi-regional. Because schools and classes for deaf students at the secondary level have great inconsistency in their graduation classes from year to year, consistent student projection for post-secondary programs from a given region or regions is at best most difficult. Accurate projections from given regions is further compounded by the shift of secondary students from residential school programs to day programs that are proliferating deaf education.

4. Excess-cost chargeback system to referring states. The excess-cost per student would be $2,000-plus per student per full academic year. The basic tuition per full academic year at St. Paul TVI is $690.00. Thus, the full tuition plus excess-cost figure is $2,690.00-plus per full academic year. This figure does not include books, room and board monies, transportation monies or monies for incidental student expenditures.

A charge-back system would be directed to: (a) Vocational Rehabilitation, (b) Vocational Education or (c) Special Education.

(a) Vocational Rehabilitation case service funds available to counselors vary from state to state. For fiscal 1971 the national average expenditure was $48,251. Of this amount 57 percent, or $28,493 was expended for training services for individuals. Of this amount the average expenditure for post-secondary training for fiscal 1971 was $400 per client. Because the rehabilitation case service dollars are so severely in demand, it is unlikely that the Vocational Rehabilitation counselor can provide excess costs for Programs for Deaf Students.

(b) Each state Vocational Education department has ten percent of its monies designated for handicapped students who are residents of that state. It is highly unlikely that any state would send a portion of the set aside monies out of the state to support deaf students. Token payments from less populous states might possibly be anticipated. However, when a more populous state started sending say, $20,000 to St. Paul or Seattle, an attempt would be made to establish a local program to keep the money in the home state. Basically, the ten percent set aside monies for the handicapped are to be used in the host state.

(c) The rules and regulations for special education vary from state to state. In most states special education monies are available for handicapped students through high school graduation or age 21, whichever occurs first. Most handicapped students, including deaf students, receive a token high school diploma of attendance. This procedure qualifies handicapped students and deaf students as high school graduates, thereby removing them from provisions of Special Education statutes. Thus, funds through special education for post-secondary students are severely restricted.

5. Federal Funding Alternatives. Federal funding offers the best philosophical alternative to funding Regional Programs for Deaf Students because of the national coverage these programs offer. Federal funding also appears to be the major alternative in view of the possibilities iterated in preceeding items 1–4. Within the Federal structure explored to date, these seem to be the alternatives:

5.1 Free-standing legislation. This route seems to offer little or no promise prior to May 31, 1974. The Congress and the Administration are overwhelmed with domestic and foreign matters.

5.2 Amendments to existing legislation.

5.2.1 A major hope lies in amending the Vocational Education Act of 1968. Specifically, this Act provides for ten percent of Vocational Education monies to be designated for handicapped students. At the present time these monies are distributed to the states on a formula basis for expenditure within the states. An ideal solution would be to designate or set aside at the Federal level a small percentage of the ten percent set aside monies to be administered directly to several Regional Programs for Deaf Students. The Regional Programs are in the province of Vocational Education. This alternative appears to be thoroughly consistent.

5.2.2 Amending Public Law 89–36, the law that established the National Technical Institute for the Deaf (NTID). Previous discussions have been held with Dr. Robert Frisina, Vice President for NTID on this matter. Such a possibility should not be ruled out. However, such an amendment would place NTID in the position of being a funding agency, which may not be desirable.

5.2.3 Seeking an alliance with Gallaudet College. Discussion has been held with Dr. Merrill, President, about the possibility of an alliance. As with any possible arrangement with NTID, such an alliance would place Gallaudet College in the position of being a funding agency.

5.3 Social and Rehabilitation Services (SRS). Research and Demonstration monies on and after June 1, 1974 are definitely out. Extended discussions have been held with officials of SRS. Section 302 of the Vocational Rehabilitation Act of 1973 initially was thought to hold some promise for funding. However, SRS interpretation of this section indicates that these monies are administered on short time-line grants through regional offices for sheltered workshop activities. Section 304 b, provides for Special Projects and Demonstrations specifically including individuals with spinal cord injuries, older blind individuals, *and deaf individuals whose maximum Vocational potental has not been reached.* Guidelines for Section 304 b are not complete as of this writing. This section should be monitored to determine applicability to Regional Programs for Deaf Students. Also, the Training Provisions of the Vocational Rehabilitation Act should be explored for applicability.

5.4 National Institute of Education (N.I.E.). Little is known about N.I.E. Reports indicate that N.I.E.'s goals are not consistent with Regional Programs for Deaf Students.

5.5 Bureau of Education for the Handicapped (BEH), U.S. Office of Education. BEH currently supports in part St. Paul TVI and Seattle Community College. This five year support will terminate May 31, 1974. BEH has consistently been an excellent supporter of the Regional Programs. BEH is highly supportive in searching out funding alternatives both within BEH and through other sources for the time period beginning June 1, 1974. Within BEH itself the primary thrusts are strategies for innovation of new educational/research activities. BEH lacks well-developed strategies for continuing successful programs that at inception were innovative. BEH has adopted the Request For Proposal (RFP) format for screening, selecting and awarding grants. The RFP's, covering several major impact educational areas are just beginning to be released. This process will, according to one informant, extend into the next fiscal year. Thus, BEH does offer strong encouragement for continuing support, yet apparently at the present time lacks a clear-cut mechanism for continuance of programs.

5.6 Elementary and Secondary Education Act (ESEA). These monies are typically allocated to the states for state monies and therefore not appropriate for Regional Programs.

5.7 Office of Education generally. Discussions have been held with officials of the Post-Secondary Education Innovative Programs. This fund appears not to be appropriate. Previous discussions were held with officials of the Trio Programs. Budgetary limitations preclude availability of monies.

It may well be that under the reorganization structure (Dec. 1973) of USOE that funding alternatives may emerge. These alternatives need to be investigated.

SUMMARY

As of January 14, 1974, the following alternatives seem possible.

1. Partial funding from the host states, Minnesota and Washington. These monies would primarily be Vocational Education monies to provide in part excess cost funding for state residents only. This option would be precluded if item 2 following is implemented, since illegal co-mingling of Federal and State funds would occur.
2. Federal level. Amend the Vocational Education Act of 1968 to set aside at the Federal level a percentage of the ten percent monies.
3. Federal level. Funding from BEH and/or SRS. Funding from BEH for a part of or the entire Program for Deaf Students through a grant processed competitively as a result of the Request for Proposal (RFP) policy of the Office of Education. Funding from SRS for a part of, or the entire Program for Deaf Students possibly through Sec. 304b.

This document is an attempt to focus on funding alternatives for Regional Programs for Deaf Students effective June 1, 1974. This document is intended as a spring-board to either implement one, or a combination of the alternative listed, or perhaps to discover new alternatives.

TECHNICAL-VOCATIONAL EDUCATION OF THE DEAF 1974

(By Robert R. Lauritsen, Coordinator, Technical-Vocational Program for Deaf Students, St. Paul Technical-Vocational Institute, St. Paul, Minn.)

> "The great thing in the world is not so much where we stand as in what direction we are heading"
>
> OLIVER WENDELL HOLMES.

In 1970 career education became the top priority of the United States Office of Education under Commissioner Sidney P. Marland. Carrer education in the United States is still waiting a uniform definition . . . however, a tentative definition preferred by the United States Office Education reads:

"Career education is the total effort of public education and the community aimed at helping all individuals to became familiar with the values of a work-oriented society, to integrate these values into their personal value systems, and to implement these values in their lives in such a way that work becomes possible, meaningful, and satisfying to each individual."

The concepts underlying career education are evolving from many different seciors of our nation. Dr. Robert E. Blum, Coordinator for Career Education of Jefferson County, Colorado, offered to the April 1974 Careers Forum of the Council of Organziations Serving the Deaf, the following basic concepts:

1. Career education is for *all* individuals of *all* ages.
2. Career education is more than vocational education but less than all of education.
3. Career education has a focus on the working role of individuals, but shows the relationship between work and other life roles.
4. Career education is concerned with maximizing the self-fulfillment of individuals through economic and non-economic work activities.

5. Career education is concerned with providing the goods and services needed by people in our society.

6. Career education is the responsibility of both educational institutions and the community.

Technical-vocational education is a major component of career education. The relationship of vocational education and career education is shown in an illustration presented in *Career Education: A Handbook of Implementation*, prepared by the United States Office of Education;

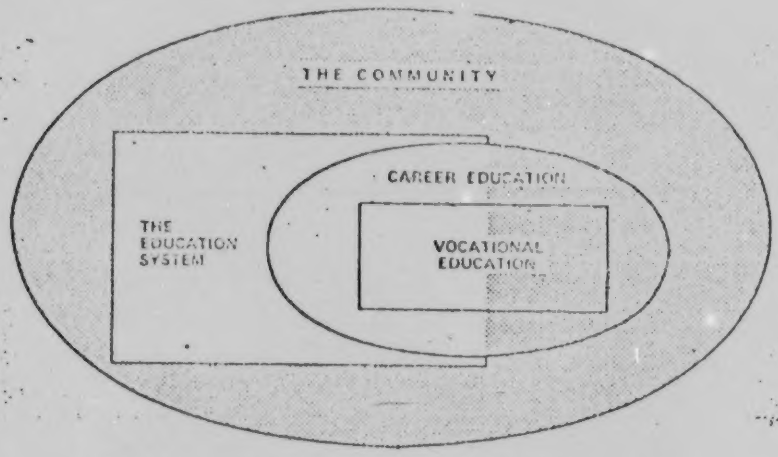

FIGURE 1.—Career education's place in education.

Technical education and vocational education have previously been defined in part by this writer. These tentative definitions are:

Vocational Education.—a process embracing all the experiences an individual needs to prepare for a useful occupation. Vocational education has no sharp limits as to types of occupation, although it generally excludes areas of endeavor typically referred to as the professions such as the law, medicine, ministry, engineering, etc. Various state and federal documents give the purposes of vocational education: to provide training; to develop skills, abilities, understandings, attitudes, working habits, and appreciations; and to impart knowledge and information needed by workers to enter upon and make progress in employment, on a useful productive basis. Vocational education is not considered as general education; nevertheless, a good vocational program provides continuity with general educational experiences.

Vocational education programs are found in high schools, post-secondary schools, or in combination high-schools and post-secondary curricula. Post-secondary schools, in this context, include technical-vocational institutes, community colleges, junior colleges, and the like. Vocational education is a traditional part of American education. In recent years, however, it has been enhanced by innovative programs designed to serve special populations. One example is a cooperative Special Education, Rehabilitation and Vocational Education program known as SERVE. SERVE is a cooperative venture in various localities in the United States designed to serve low-incidence handicap groups by offering comprehensive services from the above three major supporting agencies.

Technical Education.—a comparatively recent development designed to meet the complex technological needs of modern industry. This type of education is considered to be at a post-high school level, and is intended to produce or serve a category of workers between the skilled craftsman and the graduate engineers or scientists (the professional). Although there is no uniformity of job-title classification for technicians, by and large they participate in such work areas as research, development, design, production, maintenance, testing, sales and supervision. The training concentrates heavily on applied mathematics, physics and chemistry; a high degree of technical knowledge and technical theory; and considerable laboratory and mechanical operation procedures.

The terms technical and vocational education may be used as freestanding terms or as a single term such as technical-vocational education, or vocational-technical education. The precise usage of these terms will depend upon the referential base. When referring to education at the National Technical Institute for the Deaf, Rochester Institute of Technology or the Massachusetts Institute of Technology the term Technical Education would be the preferred term. If referring to the Seattle Community College or the St. Paul Technical-Vocational Institute the term Technical-Vocational education would be the preferred usage.

In many settings, the difference between vocational education and technical education is discrete. There are some vocational courses that are highly technical and there are some technical courses that are minimally technical. The important ingredient is that the student is appropriately challenged by the course of study, and that related satisfactory employment results at the completion of the course of study.

The importance of technical vocational education is illustrated in the following statements:

1. The United States Office of Education estimates that four out of five jobs created in the 1970's will require vocational or technical training but not a college diploma.

2. For 30 percent of these jobs vocational training will be required and for 50 percent technical training after high school will be necessary.

3. The majority of these jobs will compete with jobs requiring college degrees in terms of personal satisfaction, social contribution, starting salary, advancement and salary potential.

The emergence of career education with its impact on technical-vocational education offers hope for an improving life-style for the majority of Deaf Americans.

To bring technical-vocational education for the deaf into sharper focus it may be useful to present a listing of major courses of study deaf students have successfully matriculated in at the Regional Programs for Deaf Students (Seattle Community College, Delgado Junior College and St. Paul TVI) since 1969. These courses are:

UNDUPLICATED COURSES OF STUDY AT THE THREE REGIONAL POST-SECONDARY PROGRAMS FOR DEAF STUDENTS

Accounting
Apparel Arts
Architectural Drafting
Architectural Technology
Auto Body Repair
Automotive Mechanics
Baking
Boiler Maintenance
Bookkeeping
Bricklaying
Cabinetmaking
Cake Decorating
Carpentry
Chemical Technology
Child Care and Education
Civil Engineering
Commercial Art
Construction Drafting
Cosmetology
Custom Apparel and Fashion Design
Data Processing
Dental Laboratory Technology
Design Technology
Diesel Mechanics
Drafting
Dry Cleaning
Early Childhood Education
Electro Mechanical Technology
Flower Arranging
Graphic Arts
Health Occupations
Horticulture
Industrial Electronics
Inhalation Therapy
Keypunch
Landscape Technology
Library Technology
Machine Tool Processes
Medical Laboratory Assistant
Office Practice, General
Photography
Plumbing
Practical Nursing
Production Art
Recreational Technology
Restaurant & Hotel Cookery
Secretarial, General
Sheetmetal
Small Appliance Repair
Technical Illustration
Traffic Transportation
Truck Mechanics
Upholstery
Watchmaking
Welding

A review of this listing indicates a level and diversity of skill training that Deaf Americans did not achieve prior to the widespread establishment of post-secondary programs for deaf students. As of February, 1974, forty-six post-secondary programs for deaf students had been identified by the Office of Demographic Studies, Gallauet College. It is estimated that in the spring of 1974, there were 2849 deaf students enrolled in the 46 post-secondary programs maintaining a program for deaf students. Of this number, 935 students or 32.82 percent; were enrolled at Gallaudet College. NTID had a spring enrollment of 424 students or 14.88 percent. The remaining 44 programs had a total of 1490 students or 52.3 percent of deaf students enrolled in a post-secondary program for deaf students

A major criteria for success established by technical-vocational education is the ability of the graduates to seek and find employment. It is reported that deaf students successfully completing a post-secondary program course of study are finding employment at well over the ninety percent mark. It is well then to examine, if only in a cursory manner, selected factors that contribute to a successful technical-vocational program for deaf students.

ACADEMIC EDUCATION AS AN INTEGRAL PART OF TECHNICAL VOCATIONAL EDUCATION

Academic education forms the base for a strong technical-vocational education program. The better equipped a student is in the language arts, in arithmetic skills, in basic laws of physics, in drawing/drafting skills, in problem solving techniques, in logic and reasoning, the higher a level a student can be expected to achieve. Examine for a moment, the nature of work, the training and the curriculum content of a program of study in Machine Tool Processes:

Nature of Work.—Almost every product of modern industry contains metal parts or is produced in a machine constructed of metal components. The man who makes these parts is called a machinist. He must be able to make accurate parts by shaping them from metal castings, forging, stampings, or from solid metal stock. The parts must be made to an exact size by removing excess metal with the aid of machine tools, and precision measuring and gaging equipment. Basic machine tools include: the engine lathe, shaper, drill press, surface grinder, milling machine, and power saw. Advanced training encompasses Numerical Control Machines and Electro-static Discharge Machines.

Training.—The Machine Tool Processes curriculum is a two-year program. Students spend four hours daily in shop areas developing their skills. By the completion of the program, students will have accumulated 1400 hours of shop instruction.

Related instruction is required in Mathematics; Physics; Basic, Intermediate and Advanced Drawing; Metallography; Related Welding; Communications; Technical Writing; Geometric Dimensioning and Industrial Organization.

Curriculum Content.—Training in the shop area is dependent upon related instruction. Shop training requires application of basic, intermediate, and advanced blueprint drawing. Understanding of basic Physic principles and metallography greatly enhances shop training progress. Improved writing and reading of technical communications related to the work of the machinist is developed throughout the training program.

For a student to compete successfully in a two-year course of study in Machine Tool Processes it is clear that the stronger the academic components of his education are, the better the chances are for success.

Traditionally American Education at the elementary and secondary levels have offered; 1) College Preparatory courses of study, 2) General Education and, 3) Vocational courses. The success of the majority of elementary and secondary programs was measured by the number of graduates entering college programs, without really looking at the number of students completing a college program. A second measure of success, although much lower on the priority scale was the number of students completing a vocational course that went directly into employment. Little attention was paid to those students in a general course of study. Little attention was paid to those students going to two-year community colleges, technical vocational institutes, or junior colleges.

As a result, "vocational education" in America has not been well understood by the general public, by parents, by general education and by special education. Yet it is precisely in the area of technical-vocational education where people will receive training for jobs for this decade and perhaps for decades to come.

The realization that academic education is an essential and integral part of technical-vocational education will enhance the success of deaf students.

Technical vocational education approaches academic education in a different fashion than would be found in a high shool college preparatory track. In technical-vocational education the emphasis on academic education is maintained through related instruction.

Related instruction is comprised of courses of study that are directly related to the major area of study. As an example a student in a graphic arts major receives mathematics that is related to graphic arts. Communication classes, (English) focus on technical writing for graphic arts. Drawing classes relate to lay-out techniques for graphic arts. Industrial organization courses focus on the world of work.

Related instruction is provided in two basic ways in technical vocational education. First, related instruction is offered by the major shop instructor (Machine Tool Processes, Graphic Arts, etc.) in the major shop area. Most technical vocational education programs have a classroom(s) as a part of the major shop area. Second, related instruction is taught by complimentary instructors in their own classrooms, away from the major shop area.

The approach of related instruction frequently minimizes the problems deaf students have in transference of learning.

WORK-SKILL APTITUDES AS AN INTEGRAL PART OF TECHNICAL-VOCATIONAL EDUCATION

Technical-vocational education places emphasis on the ability to perform specific work tasks. "Work-skill aptitudes" is a term used that assists in making projections for success in technical-vocational education. A working definition of work-skill aptitudes is the ability to understand work tasks of average complexity through demonstration. Indicators of this ability are reflected through shop grades, work references and personal references. Vocational instructors, rehabilitation counselors, and work evaluators in rehabilitation settings are particularly sensitive to work-skill aptitudes.

CONTINUING EDUCATION AS AN INTEGRAL PART OF TECHNICAL VOCATIONAL EDUCATION

Full time day courses of study in technical-vocational education are frequently labeled "preparatory courses of study". In this context, preparatory courses of study are preparatory for employment. This labeling is not the same as Preparatory Programs for Deaf Students.

Preparatory courses of study for hearing and deaf students result in a diploma, certificate, or degree with skill training in a specific area(s). Successful completion of the preparatory, or day program signifies a skill level suitable for employment. Technical vocational education is legally required to be accountable for placement of graduates. The placement rate of technical-vocational education programs typically hovers at the ninety percent level.

The completion of a preparatory program or day program signifies the beginning of the continuing education program.

Graduates, now employees, are frequently required by their employer to continue education in the continuing education, or evening program of study. In unionized areas of employment this requirement is for the most part mandatory. The rule is simple; no continuing education, no employment.

As in the preparatory day program, the continuing education evening program follows a rigorous course of study that is skill/job related. This type of education is to be differentiated from what is labeled Adult Evening Education Courses of study that tend to be avocational in nature.

ADVISORY COMMITTEES AS AN INTEGRAL PART OF TECHNICAL-VOCATIONAL EDUCATION

Major courses of study in technical-vocational education, both day preparatory and continuing education evening programs are monitored, and regulated by advisory committees. Advisory committees are comprised of individuals representing industry, the unions and education. Advisory committees keep all courses of study directly relevant to the needs of a job. Thus, upgrading and re-training of job skills in view of changing technological requirements of work becomes a smooth, on-going process minimizing the need for massive re-training when work requirements change.

INSTRUCTIONAL STAFF IN TECHNICAL VOCATIONAL EDUCATION

The instructional staff in technical-vocational education, both day preparatory and continuing education evening, tends to differ from the instructional staff found in elementary, secondary and college programs. The instructional staff in technical-vocational education programs are first craftsman, and secondly, instructors. Simply stated, a skilled carpenter is taught to be a teacher, a teacher is not taught to be a carpenter. This quality of instructional staff insures that students receive education that is meaningful. Additional benefits are that since instructors are drawn from industry and in fact recommended by industry, that individual instructors have meaningful liaison with industry. This liaison provides multiple benefits, particularly in the area of employment for graduates.

CLASS-SIZE IN TECHNICAL-VOCATIONAL EDUCATION

The accountability factor in technical-vocational education requires that the majority (51%) of enternig students in a major day preparatory program of study enter employment upon graduation. Employment forecasts are monitored by advisory committees. These factors tend to have a regulatory effect on class size. Many technical-vocational education programs have class sizes of 18–22 students. This class size provides for a high level of individual instruction.

PSYCHO-SOCIAL CHARACTERISTICS OF DEAF STUDENTS IN TECHNICAL-VOCATIONAL EDUCATION

The single most important factor for success of deaf students in tecnhical-vocational education are the psycho-social characteristics of the individual student(s). The proper motivation, the desire to achieve, the willingness to work up to ability level and the application of self to technical-vocational education all tend to offset academic weaknesses a student may possess upon entry to a course of study. Individuals with personal habits that are self-abusing such as chemical dependency will typically not succeed in technical-vocational education. A pleasing, pleasant and positive personality frequently will compensate for academic deficiencies.

The psycho-social characteristics of an individual student coupled with the "spin-off" aspect of technical-vocational education make success possible for students with widely varying academic ability levels. For example, Machine Tool Processes is basically a two-year course of study. High academic ability students will complete the course as beginning Tool and Die Makers. Less gifted academic students may complete the course in one year as a beginning machine operator.

In technical-vocational education a lower academic ability student with high quality psycho-social characteristics has greater opportunities for success than a high academic ability student with poor quality psycho-social characteristics.

PREPARATORY PROGRAMS AS AN INTEGRAL PART OF TECHNICAL-VOCATIONAL EDUCATION

Preparatory programs for deaf students are found exclusively in post-secondary programs for deaf students. Preparatory programs provide for academic remediation, personal-social adjustment, career selection with skilled assistance, development of secure peer group identification, and adjustment to independent living in a post-secondary environment in a predominantly hearing environment.

Education in the United States today is a life-long process. Career education is a life-long process. Close articulation between elementary, secondary, post-secondary, and continuing education programs will enhance the academic achievement and total life-style of deaf people.

INTERPRETERS AS AN INTEGRAL PART OF TECHNICAL-VOCATIONAL EDUCATION

Post-secondary technical-vocational education programs that have evolved since 1968 have placed heavy emphasis on the role of educational interpreters. A large part of the success of deaf students succeeding in post-secondary technical-vocational education is directly attributable to the educational interpreter. Consider that the deaf student is in the numerical minority in a given major area of study. The major area instructor gears the speed and level of class content to the hearing students, the majority. The speed and level of class content is directed toward skill acquisition for employment in a specified amount of time (one-eighth quarters). The deaf student is faced daily with technical-vocational vocabulary that is unknown, as well as concepts and theories that initially have no meaning.

The interpreter becomes the central catalyst in determining the functioning level of the deaf student(s), and in making the initial diagnosis for remediating any discrepancies. Interpreters acquire in-depth knowledge of the major areas of study that they interpret for. Consequently, the interpreter, frequently on a daily basis, provides the necessary tutorial services to keep, or bring back, the deaf student(s) to the mainstream of class activity.

COUNSELING AS AN INTEGRAL PART OF TECHNICAL-VOCATIONAL EDUCATION

Counseling services are the essential ingredient that unify technical-vocational education. Counselors have responsibilities for students before, during and after the formal technical vocational education program. The recruiting and selection of students is a major responsibility of Counselors. The successful scheduling of students programs is a major responsibility of Counselors. The job placement and follow-up is a major responsibility of Counselors. A myriad of related counseling responsibilities include teaching classes on Vocational information, leading group discussions, providing career-related tours, providing course sampling experiences, supervising housing, and over-seeing students financial needs. These and other responsibilities are in addition to "Counseling". Counseling services are more prevalent in post-secondary programs than secondary programs. Selected studies in Minnesota and elsewhere indicate that strong school related counseling would greatly enhance elementary and secondary programs where such counseling services are currently lacking.

COMMUNITY OUTREACH AND INVOLVEMENT AS AN INTEGRAL PART OF TECHNICAL-VOCATIONAL EDUCATION

Community outreach and involvement provide the necessary link between technical-vocational education systems and the community it serves. The day preparatory instructional staff is typically drawn from the community. The continuing education evening program instructional staff are members of the industrial-business community. The advisory committees represent a cross-section of the community. The graduates of technical-vocational education system are employed throughout the community. In these ways, technical-vocational education and the community are vitally linked.

Community personnel frequently augment the regular day preparatory instructional staff. For example, at St. Paul TVI United Hospital staff provide on-going Health Care classes for deaf students. These classes include orientation and registration at United Hospitals for any health care needs that may occur while the deaf student pursues his education.

Deaf students provide a valuable community service through drama club presentations. A Deaf Drama Club outreach program is most effective by presenting positive aspects of Deafness to hearing groups. These hearing groups include school classes from the elementary level up to and including college, church groups, business men and women's groups, Lion's Clubs, Rotary Clubs, and others. The public awareness created by this kind of activity has long-lasting positive results.

WORK-STUDY PROGRAMS AS AN INTEGRAL PART OF TECHNICAL-VOCATIONAL EDUCATION

In recent years work-study programs have become a part of numerous educational programs. Work-study programs can be of great benefit to many young deaf persons. The major benefits of these programs lies in; 1) assisting the deaf individual to acquire work skills that are not available in the school itself, 2) in learning through doing work-related skills such as use of time-clocks, payroll deductions and, 3) assisting persons in learning how to relate to co-workers, supervisory personnel and the company as a whole, as a worker. A caution on work-study programs however, has been issued by some educators. That caution lies in the realm of sacrificing needed basic academic education that is best taught by trained teachers. In no situations is it deemed advisable for the work-study program to perform a "baby-sitting" function at the expense of the student's education. A well supervised work-study program that is coordinated with basic academic education backup can be beneficial for selected students.

The selected factors presented on technical-vocational education may have application at both the secondary and post-secondary level of education. The emphasis on career education in the United States today offers great hope in expanding career opportunities for deaf persons. Career education begins in the family during the pre-school years and is viewed as a life-long process. Proper application of educational technology, including career education concepts, coupled with master teaching, proper use of supportive personnel, use of existing resources, continuing innovative approaches and programs, and the recognition of the worth of every individual, including the deaf person, provides direction for improved technical-vocational education for deaf people.

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STATEMENT OF ROBERT R. LAURITSEN, COORDINATOR, ST. PAUL TECHNICAL VOCATIONAL INSTITUTE PROGRAM FOR DEAF STUDENTS

Mr. QUIE. Your dad was deaf. Was your mother?

Mr. LAURITSEN. Yes.

Mr. QUIE. Both his mother and dad were deaf. You learned to sign.

Mr. LAURITSEN. Right. With your permission I will sign and talk at the same time so our students can see their way.

I have a personal comment for each one here.

First, for Congressman Meeds, I am very happy that you are here because we have a sister program at Seattle Community College.

There are three regional programs in the United States. St. Paul TVI, Seattle Community College, and Delgado Junior College. So many things I am saying pertain to your State.

For Congressman Steiger of Wisconsin, because we have a regional program. We have served a number of students from Wisconsin, 50 to date.

For Chairman Perkins, one of your staff people, Mr. Millinson, I believe, has been with us. He met five Kentucky students at St. Paul TVI who came to Minnesota to get postsecondary training. We are pleased to have those students with us.

Two of those students from Kentucky are very special students. One was one of the lost people in American society who when born was deaf. The parents didn't recognize it immediately. The parents had their own problems for a number of years. That child was not permitted to go to school until age 15.

Finally at age 15 that student was permitted to enter the Kentucky School for the Deaf. Last year he came to us.

We have a deaf girl from Kentucky and she is doing very, very well here.

For the Michigan people who are here, we also serve Michigan, we have served three different States to date, plus students from Canada.

The students I have here today I will introduce now. I will have a question or two for them a little later.

First, Alan Blum, from New Jersey.

Next, Terry Bell, from New York.

Ann Mazeppa, Minnesota.

Ralph Newberry, from New York.

Jack Graff, formerly from South Dakota, now from Minnesota.

In my prepared remarks I have tried to give an up-to-date history of deaf education in America, particularly postsecondary education.

Unfortunately, that is a very, very, very short story. In 1864, the Congress established Gallaudet College and we had to wait until 1965 when Congress established the National Technical Institute for the Deaf. Between that time very little was done for postsecondary education for deaf people.

Again in 1968 through cooperation with BEH and RSA, three regional programs were established. These are the three that I mentioned, St. Paul TVI, Seattle Community College, and the Delgado, New Orleans, program.

In brief we have programs in 26 different States. Half the programs have less than 24 students. Most of the programs are very, very small. But 78 percent of the programs or 36 programs have less than 50 students. Only 4 programs have more than 100 students. So we have 46 programs. But most of them are very, very, very small.

In the chart which began on page 3——

Mr. STEIGER. You are talking about attachment A?

Mr. LAURITSEN. We find that 10 years ago about 58 percent of all deaf students were in their residential schools and 42 percent in these schools.

That percentage has exactly changed now so that 58 percent are in day schools regardless of where the students come from, to places like TVI for the most part.

These students are not prepared to go to work. They don't meet the percentages that we have heard here today. Deaf students tend to need that postsecondary education experience.

It is the Federal Government that has really made it possible. Deafness is a low incident handicap group. There are really not that many deaf persons at each local community for full-blown good programs.

Let me describe what I mean by a "full-blown program." At St. Paul TVI we have a variety of supportive services. The first supportive service is a preparatory program much like the one at Gallaudet College or the one that was established at the National Technical Institute for the Deaf.

Programs generally are about 12 weeks long. During that time some very, very specific things happen. Most students who come to us have a poor idea of what choices are available to them.

Through the program they focus in on career objectives, on training objectives. We find that about 80 percent of the students after concentrated study can make a career selection.

You may ask this: Why can't they do this in a high school program? The high school program doesn't have the same options as a school like St. Paul TVI has.

Throughout the day we have had an interpreter, Ruth Mayfield, who has helped our deaf students here. She will help us again this afternoon later.

Interpreting becomes the cornerstone for deaf students to go to class with hearing students. We keep deaf students segregated, if you will, only for the prep program. Once the prep program is complete then deaf students go to class with hearing students.

It is impossible for a deaf student to watch a speaker and to take notes. So we use volunteer hearing notetakers and we have special carbon paper for this process.

Counseling is critical with deaf students, with handicapped students. We maintain a ratio of about 50 students to each counselor, two counselors for 100 students, which is our daily average number of students.

Deaf students like many other students require tutoring. So we provide this service in a variety of ways.

We now consider job placement as one of the supportive services and we are pleased with the job placement rate to date, which is about 96 percent. That is really a success rate.

We measure it four different ways. We measure the 96 percent by deaf students that graduate and go to work in their major area.

Some students will graduate, go to work, in an area that is not related to the major area. I think of one boy that had hepatitis, for example. He didn't do that well in his training program.

But he still graduated in auto body. He went back home to North Dakota. Couldn't find work in auto body. But regardless he worked for the Federal Government there in the food service area. Last year he was the Handicapped Citizen of the Year at North Dakota.

So another way we would measure success, first, work in a related area and in an area not related.

We feel that a person completing our programs, which for the most part are 1 to 2 years, not leading to a baccalaureate degree, if a person graduates he can go on to continuing education. But he would consider that a success rate also.

So with those different factors we get a 96 percent success rate. This is based on 5 years' experience, 225 graduates and over 400 students served.

As Congressman Quie knows, we have spent a lot of time in looking at funding of a program like this to keep it going.

We have talked to people in our city, people in our State, people in Washington. Our first grant expired May 31 of this year. That was a research and demonstration grant, providing jointly by BEH and RSA.

BEH has continued our program until December 31st of this year.

After December 31st we are hoping that Congressman Quie's amendment to the ESEA will pick us up. We see that as the best option right now.

We have looked at special ed moneys in Minnesota. I have asked for that answer. I haven't found it yet. Special ed in Minnesota and in many other States permits handicapped students to receive aid until age 21 or high school graduation, whichever comes first.

For the most part deaf students and handicapped students graduate at age 18. When they graduate they are therefore removed from special ed services.

So we don't get that much special ed help at the postsecondary level.

We have worked with VR in trying to get funding. Apparently VR does not have a means of continuing funding support for programs like ours. We are still working with them on that.

On the 10 percent set-asides we have suggested at one time that perhaps some money be set aside at the Federal level. We thought that could be a way to establish a few regional programs for deaf students. I don't know if that is still a possibility or not.

In 5 years we have served over 400 students. The rate of application for coming here is higher than ever before.

We, along with the rest of society, see the growth in vocational education. We see the need for programs like ours existing for a long, long time.

We are hopeful that money will be forthcoming to put the action where it belongs, which I think is with the student.

I will now ask one or two questions to the students and then if you would like to join in the questioning, please, feel free to do so.

We will start with Allan. Ruth will speak for the students. So I will ask the questions and Ruth will speak for the students.

OK, Allan, name, hometown, a little bit about your education, history, other schools you went to, why you came to TVI, and what you are doing now.

Mr. BLUM. My name is Allan Blum. I really come from New Jersey. I went to New Jersey School for the Deaf, graduated in 1963, went to Gallaudet College. It was a liberal arts college. I studied there for 2 years and found that it was not for me.

So I decided to work for a few years before I made up my mind to go into TVI. I found the training at TVI was very helpful. As a result I got a very fine job at 3M, working as a chemical technician

I am very, very grateful for the training for the deaf that I have had at TVI.

Mr. LAURITSEN. How did you happen to pick the training area of chemical technology?

Mr. BLUM. I tried for chemistry training.

Mr. LAURITSEN. Maybe part of the reason is your father is—you can say that.

Mr. BLUM. Before I went to apply to TVI, I talked to my father about my future. My father thought that I had skill in printing.

Then he asked me to try chemistry for a while. At first it really scared me because I didn't have any background in chemistry, especially math.

He was very enthusiastic in helping me out. There is a program like that offered at TVI. Then my father encouraged me to take up chemical technology. So I applied for the course at TVI. I found it very helpful.

Mr. LAURITSEN. Of all our students, Allan, I think you are the only one with deaf parents.

But your father was also a chemist, one of the top chemists in New Jersey, Bell Telephone Labs.

OK, Terry?

Name, hometown, major plans.

Mr. BELL. My name is Terry Bell, from New Jersey. I know Mr. Quie very well. I met him last February.

My major is machine tool presses. I made a nameplate and gave it to Mr. Quie. He was very interested in the program. I gave him two. He was very surprised.

Mr. QUIE. One is in my office here and one is in Washington.

Mr. BELL. Did you like them?

Mr. QUIE. Yes, I did.

Mr. LAURITSEN. I think your mother and father are a little mad at you about a job. Can you tell us?

You are going to graduate in August and you have got your job. When did you find your job?

Mr. BELL. August 19. I am going to start working. I went to work on a billing machine.

Mr. LAURITSEN. Numerical control number machine.

When did you find that job?

Mr. BELL. Last Christmas. I had an interview. I went without an interpreter. We wrote notes back and forth.

He didn't know what TVI meant.

Mr. LAURITSEN. I believe this was in New York.

Mr. BELL. So I gave him a bulletin to explain about TVI. He was very interested in it, a 2-year program. I will start working the 13th of August in New York.

Mr. LAURITSEN. So you got a job 8 months before you graduated from school.

OK, thank you, Jerry.

Ann?

Ms. SAND. My name is Ann Sand from Mazeppa.

I am going to take keypunch. I graduate from TVI in December.

Mr. LAURITSEN. Then what will happen in December?

Ms. SAND. Then I will find a job.

Mr. LAURITSEN. Where will you find a job? Where will you look? Around the Twin Cities?

Mr. NEWBERRY. My name is Rob Newberry from New York. Part of Queens.

I graduated from high school 5 years ago. I worked in a bank in checking and I worked for 5 months and I took data processing for 6 months. I graduated from that in New York this last year.

I couldn't find a job because I couldn't hear. So I had to change my major to physics. I wasn't interested in that so I left.

I was on vacation for 6 months. I was really interested in printing. A friend asked, "Why don't you go to TVI?"

So I thought about it and asked my parents. I thought it was like high school but it wasn't. So I looked into it more.

I got a bulletin from TVI and wondered about printing. About 3 years ago this was. Now I am in TVI.

Mr. LAURITSEN. Thank you very much.

Time is short. So here is Jack Graff briefly.

Where are you from and what is your major and what are your plans?

Mr. GRAFF. My name is Jack Graff. I am from Sioux Falls. Two years ago I went to college to learn. I can't do any more heavy work. So I came to TVI to work on machine tool parts.

Chairman PERKINS. How many applications do you have that you are unable to serve now?

Mr. LAURITSEN. How many occupations?

Chairman PERKINS. Applications.

Mr. LAURITSEN. How many applications? We have been very fortunate. For the coming year we have over 150 applications. We are going to get them in one way or another.

We accept students four times a year on a regular basis and then we make special provisions. One way or another we will get them in.

It works us a little extra. We are trying to meet the needs. We feel our obligation is to be responsive to what is happening out there.

Chairman PERKINS. I personally feel you have one of the outstanding programs in the country. I am not an expert in this area by any means.

I started with vocational rehabilitation back in 1949 when we had people all over eastern Kentucky not suffering from this type of handicap but were handicapped because they had been mashed all to pieces in mines and nothing was being done about it.

But I think this is something we can all be proud of.

Mr. QUIE. How many interpreters do you train? Where do they come from? Where do they go?

Mr. LAURITSEN. Three years ago we started a summer interpreter institute because there was a shortage of interpreters. We continued to do that in 1973 and again this year.

I wish you could have been with us yesterday afternoon to see what can be learned in 5 weeks. We had a fantastic performance after 5 weeks of intensive training.

This is a very large shortage of interpreters. This past June 1 the rehabilitation services administration training division has funded such programs that the United States under a national interpreter training consortium at New York University, Gallaudet University, University of Tennessee, University of Arizona, California State University at North Ridge.

TVI is just now beginning a 5-year interpreter program with three objectives: one, of training new interpreters, second, retraining, upgrading, and a third, of training of interpreter trainers. So that in 5 years we should have a lot of Ruths around. Right now we are very short. We recruit from the local area.

TVI will be responsible for an 11-State area including Hawaii that will be covered in this new 5-year program that is just starting.

Mr. QUIE. Is Ruth one of the staff?

Mr. LAURITSEN. Ruth is one of 15. She came through the interpreter institute 2 years ago. When she started she knew no finger spelling or sign language. She just learned that at St. Paul TVI. Her father is an outstanding teacher of graphic arts and he can finger spell some. But Ruth beat him a long time ago.

Mr. QUIE. You are the only school that is not a 4-year academic institution that is training interpreters. Is that right?

Mr. LAURITSEN. That is correct.

Mr. STEIGER. May I join Chairman Perkins in paying tribute not only to you, Bob, but to the students as well. I have only one question. I tried to watch you very carefully. I did not catch how you say in sign language "Congressman Quie."

Mr. LAURITSEN. "Congress Quie." I spell it out. Q-U-I-E."

Mr. STEIGER. Thank you.

Mr. QUIE. I am very strong on Federal money going to the States, to distribute it to the States so they can utilize it. That is why I was pleased to see this.

Any other questions?

Thank you, Bob, very much.

Thank you to all the students.

Mr. LAURITSEN. Thank you.

Mr. QUIE. Because George Goodwin has to catch an airplane let me put him in here now. He is executive director of the Chippewa council.

George?

[Prepared statement of Mr. Goodwin follows:]

PREPARED STATEMENT OF GEORGE GOODWIN, EXECUTIVE DIRECTOR, MINNESOTA CHIPPEWA TRIBE CASS LAKE, MINN.

Since the time of Columbus in 1492 to our present day, the Indian population on this continent has played a dubious role in America. The average non-Indian has deliberately kept himself ignorant of the Indian, his culture and his life style: so that the expropriation of the Indian in America may be complete. The resultant history has been one of social and cultural genocide.

Living in an affluent society that most people enjoy, a society that was implanted in his homeland against his will and at his expense, the Indian is kept in constant despair. Unable to perpetuate a culture that has existed since time immemorial, the Indian has been forced, coaxed and disparaged into adopting a foreign culture. A culture whose values and beliefs often times dramatically oppose those of the Indian.

Today, Indians recognize that history has altered their pre-Columbian existance. They have become a minority group in the world where they once lived exclusively. In order to survive as a distinct and separate entity the contemporary Indian realizes that one must implement ways of working within the non-Indian dominated society presently encompassing the Indian world. One way is through education.

Education must serve a dual purpose for the Indian: First, education must be a relevant and viable product in altering the dismal socioeconomic conditions that encompass most Indians. Second, education must serve as a tool in replacing the stereotypes, myths, ignorances, and prejudices of America about the Indian with fair, objective and accurate teachings. A study, *Indian In Minnesota*, copyrighted in 1971 by the League of Women Voters, states on economics and education that: Indians as a group are on the lowest economic level in the state. Schools give negative images of Indians or do not mention them at all. Teachers are mostly white and middle class. Most know little about Indians. The Indian population of this country has been unjustly excluded from the economic and educational processes available to the dominant society.

Indian people today recognize the need for education. Demands are being made by the Indian communities. These demands must be positively reacted to by the educational establishment.

Amidst the growing and recognized concerns of the Minnesota Indian population is that institution "Vocational Education". An institution that has never had a sensible and consistant policy of "Indian education". And an institution that does not conform to the 1968 Law number 90–576 that mandates the state to provide Vocational Education services based on the "needs, interests, and abilities of the individual" in light of anticipated job opportunities.

Fact: Categorical aids, special needs, and set aside monies are often the only monetary sources available for the establishment of Vocational Programs cognizant of the needs of Indian people.

Fact: In many instances, special needs programs are not made available to Indian people nor are Local Education Agencies aware of programs or monies for programs.

Fact: The inclusion of representatives of the Indian population in the processes of decision making and management of Vocational Education Programs is nonexistent.

Fact: Of the 100+ Secondary Vocational Centers in Minnesota, only two (2) are located on or near an Indian community and serve a substantial number of Indian students.

Fact: In known instances, institutional recruiters or counselors avoid contact with the Indian High School student by not bothering to visit those schools located within Indian communities.

Fact: Most administrative and teaching personnel are not sensitive to the special needs of Indian students. Many have attitudes racist and prejudicial in nature. One isolated instance quotes an instructor as publicly saying "I hate all Indians and nothing will ever change my attitude."

Fact: No institution has created special programs or special facilities to deal with the needs of the Indian student.

Fact: Recently nine (9) Career Education Programs were piloted in Minnesota, not one of these Special Projects was located in a school that had a significant Indian population.

Fact: One Area Vocational Institute located adjacent to an Indian community and near the White Earth Reservation recently made a state-wide recruitment effort to fill enrollment for 1975, while providing only minimum efforts to recruit and enroll local Indian students.

Fact: High School counselors do not inform the Indian student about Area Vocational school offerings and often students are sent to out of State BIA schools rather than to an Area Institution near the individual's home and family.

Fact: In many instances enrollments are filled or stated to be filled when an Indian student applies for admittance at an Area Vocational Center.

Fact: Of those Area Institutions located near Indian communities less than 5% of total enrollment is of Indian ancestry.

Fact: The dropout or push-out rate of Indian students attending Area Institutions is anywhere from 50% to 100% from Institution to Institution.

Fact: One Area Institution centrally located between the White Earth, Red Lake, and Leach Lake reservations enrolled only 12 Indian students out of a total enrollment of more than 200 students in 1974.

Fact: Almost all advertising and school brochures, "selling Vocational Education" include nothing that appeals to or makes reference to the Indian student.

Fact: Minnesota Area Vocational Technical Institutes show a total enrollment of over 19,000 for 1974, of this, less than 150 were American Indians.

In light of these conditions that do exist, concerned citizens for education, and Indian people in Minnesota make the following recommendations that should be mandated to the educational system and the division of Vocational and Technical Education.

1. That an all out effort be made to recruit and employ more Indian educators in all segments of career and vocational education.
2. That the Division of Vocational Education develop a section to deal solely with the problems and needs of the Indian population.
3. That Vocational Education actively involve local Indian citizenry in the implementation of Vocational Education programs.
4. That all institutions develop the special tools needed to respond to meeting cultural needs of the Indian student.

5. That a national wide investigation be made into the counseling procedure and the human skills qualification of all counselors, both secondary and post secondary, and where necessary, Indian people be employed to provide counseling services.

6. That the United States Congress mandate a coordination by the United States Department of Education, between Vocational Education Programs and the Bureau of Indian Affairs of the United States Department of Interior, to minimize dislocation of students and excessive expense to the taxpayers of the nation and to uphold the Indian student's right to be educated within his home community.

7. That in all instances where the State does not comply to laws governing affirmative action, the Federal Government withold federal monies allocated for State Programs, and that the United States Commissioner of Education enforce all policies on affirmative action.

8. That in those instances where state and local agencies allow acts of racism or prejudice the United States Government assume control of operations until such acts are corrected and eliminated.

To summarize, program components for positive input in Indian education must be extensively developed in the present Minnesota Vocational Education Structure. The key to a more meaningful and fulfilling Vocational Education for the Indian student is to attack the already recognized problems *now*. The special educational needs of Indian students must be dealt with in their proper perspective and expanded in all areas of the Vocational-Technical System. The educational system in the state, and this county must establish a precedence for program development to meet the need of the Indian student and the Indian community. A primary factor must be the recognition, involvement and input of Indian people and the Indian community.

STATE OF MINNESOTA,
DEPARTMENT OF EDUCATION,
St. Paul, Minn., July 25, 1974.

LLOYD MEEDS,
Cannon House Office Building, Washington, D.C.

On Saturday, July 13; I had an opportunity to attend the oversight hearing held on HR 14454 in the Federal Building in the Twin City area. It was most educational and greatly appreciated by myself and I am sure others. It is gratifying to know that men like yourself and other members of your committee will take the time to hear our opinions before legislation is enacted that so greatly affects so many people. It restores one's confidence in our form of government.

Although all of the hearing was of vital importance, because of my responsibility. I was very concerned with George Goodwin's testimony regarding vocational education for the Native American. As I stated at the hearing, I am responsible for the administration of the Part B set asides and 102-b monies. I have spent a great number of hours since the set aside monies became available attempting to serve the Native American in Minnesota. My philosophy has been and will continue to be, until I am proven wrong, that the request for vocational service must come from the Indian community. I am not going to sit behind a desk at the State Office and make decisions regarding vocational education for Indians based on what I think they need. In fact, it is my understanding that some of the funds you referred to have been transferred directly to the Indian councils for their decision as to use. It has been their decision not to use these funds for vocational education. Much of my time has been spent informing the various Indian leaders and communities what our monies could be used for, how we can be of service, and encouraging them to apply. I feel that the leaders in the Indian communities have been well informed to various possibilities. Any statement to the effect that no 1968 vocational funds had been used for the benefit of the Indians in the State is completely false and Mr. Van Tries referred to some of the Indian projects in his morning presentation.

Mr. George Goodwin is relatively new in his present leadership role and I am sure is not aware of the many things that are going on at present. Mr. Goodwin failed to mention that on Tuesday, July 9, a number of individuals from the State Department, Vocational Education, met with him and a number of others of his tribe and approved for funding an individual that would coordinate all of the adult vocational programming for the tribe that he represents. There was no problem in approving once the commitment was made on their part what the individual will do and who would be accountable for the individual activities. I, as an administrator of Federal dollars, insist on accountability in the use of these monies so that I may be accountable to Congress.

There was a concern on my part over your understanding of a statement made by Mr. Robert Van Tries when he said this is the first we have heard these statements by George Goodwin. He was concerned that he was being asked to comment on statements which you had in written form before you, but which he did not have in front of him. I am sure he meant that Mr. Goodwin had not related these concerns to the State Department, not that he, Mr. Van Tries, was not aware that we have problems in Minnesota. I, personally feel that Mr. Van Tries is very much aware of these concerns and has leaned on me very hard on a number of occasions to prod me and my office to do more.

Lastly, your colleagues spoke in glowing terms of the leadership in your state as well as the nation. I am very much interested in knowing of names of individuals and/or projects that I could visit along with Indian leaders from Minnesota to come up with new and better ways of serving the Native American population.

Once again, thank you for restoring my faith in our system of government.

HAL BIRKLAND,
Coordinator, Special Needs Programs,
Vocational-Technical Division.

THE MINNESOTA CHIPPEWA TRIBE,
Cass Lake, Minn., September 23, 1974.

Congressman LLOYD MEEDS,
Cannon House Office Building,
Washington, D.C.

DEAR CONGRESSMAN MEEDS: This letter is in reference to correspondence you received from Mr. Hal Birkland of the Minnesota Division of Vocational Education dated July 25, 1974.

I have delayed response to Mr. Birkland's letter because we had a proposal before the State of Minnesota, Division of Vocational Education for their consideration. The proposal would have allowed the Minnesota Chippewa Tribe to employ an Adult Vocational Education Coordinator. I felt that by giving Mr. Birkland's letter the type of response that it truly deserved, our chances of getting our proposal funded would be minimal. The proposal has not been funded at this writing and appears that if it is funded, the restrictions would be so prohibitive that we would not want to accept the grant award.

Many of Mr. Birkland's statements not only confuse me, but also cause one to question the general intent and philosophy of the Division of Vocational Education toward providing Vocational Educational services for Minnesota's Indian population. It is quite apparent that the purpose of Mr. Birkland's recent actions is to discredit myself, my congressional testimony, and in fact, charge the Tribal organizations of Minnesota with poor judgment and the inability to professionally act on matters pertaining to education. In defense of my testimony and my position, let me say that the majority of my statements was prepared from April 18, 1973 "Field Study on Minority Groups Participation in Minnesota Area Vocational Technical Institutes" by the division of Vocational Education and from the January 5, 1973 State Advisory Council for Vocational Education report to National Advisory Council for Vocational Education.

Mr. Birkland is uninformed about the status of the Minnesota Chippewa Tribe, its involvement in education, and the Indian community's aspiration toward vocational education programs. Speaking specifically about Mr. Birkland's comments on what he perceives his job to be, it is proven that the philosophy he takes toward his job in fact isolates him from those he has been charged the responsibility to serve. Because the Division of Vocational Education has failed to meet its target population responsibilities on or near reservations, the Minnesota Chippewa Tribe is taking a leadership role at Vocational Education. Ironically, rather than working with the tribal organization, the division is constantly taking a defensive position.

In the future, it is quite realistic to expect the Tribe to administer those programs that are in existence to serve the Indian population, but in fact do not. Tribal leadership find it extremely distasteful when federal funds appropriated for Indian Education, in fact, are not made aware of, are not spent properly and tribal leaders are not involved on a decision making level as to program appropriations.

In closing, I must say that contrary to Mr. Birkland's statement that "Mr. George Goodwin is relatively new in the present leadership role", I have been actively involved in education and employed by Indian tribal organizations for over ten years.

I certainly thank you for your time and consideration and really enjoyed the opportunity to testify at the hearing held here in Minnesota.

Sincerely yours,

GEORGE V. GOODWIN,
Executive Director.

STATEMENT OF GEORGE GOODWIN, EXECUTIVE DIRECTOR, MINNESOTA CHIPPEWA TRIBE, CASS LAKE, MINN.

Mr. GOODWIN. Mr. Chairman, members of the committee, thank you for letting me put my statement ahead of the others on the agenda.

I am the executive director of the Minnesota Chippewa tribe with headquarters out at Cass Lake.

Our total membership in the Minnesota Chippewa tribe is about 30,000 members. Cass Lake is the headquarters.

I have also served as a recent officer of the National Conference of American Indians which recently recognized that our rate of unemployment on the reservation today exceeds 40 percent. Our high school dropouts are still nearly 100 percent, in many areas.

So when we get into postsecondary education we are talking about a problem that arises much before the secondary level.

I will begin my prepared text.

Mr. QUIE. Can you summarize it?

Mr. GOODWIN. Okay, fine. I will give you some of the facts and then some recommendations.

No. 1 on page 3: Categorical aids, special needs and set-aside moneys are often the only monetary sources available for the establishment of vocational programs cognizant of the needs of Indian people.

Fact: In many instances special needs programs are not made available to Indian people nor are local education agencies aware of programs or moneys for programs.

Fact: The inclusion of representatives of the Indian population in the processes of decisionmaking and management of vocational education programs is nonexistent.

Fact: Of the 100 plus secondary vocational centers in Minnesota only two are located on or near an Indian community and serve a substantial number of Indian students.

Fact: In known instances institutional recruiters or counselors avoid contact with the Indian high school student by not bothering to visit those schools located within Indian communities.

Fact: Most administrative and teaching personnel are not sensitive to the special needs of Indian students. Many have attitudes racist and prejudicial in nature. One isolated instance quotes an instructor as publicly saying, "I hate all Indians and nothing will ever change my attitude."

Fact: No institution has created special programs or special facilities to deal with the needs of the Indian student.

Fact: Recently nine career education programs were piloted in Minnesota. Not one of these special projects was located in a school that had a significant Indian population.

Fact: One area vocational institute located adjacent to an Indian community and near the White Earth Reservation recently made a statewide recruitment effort to fill enrollment for 1975 while providing only minimum efforts to recruit and enroll local Indian students.

Fact: High school counselors do not inform the Indian student about area vocational school offerings and often students are sent to out-of-state BIA schools rather than to an area institution near the individual's home and family.

Fact: In many instances enrollments are filled or stated to be filled when an Indian student applies for admittance at an area vocational center.

Fact: Of those area institutions near Indian communities less than 5 percent of total enrollment is of Indian ancestry.

Fact: The dropout or push-out rate of Indian students attending area institutions is anywhere from 50 percent to 100 percent from institution to institution.

Fact: One area institution centrally located between the White Earth, Red Lake and Leach Lake reservations enrolled only 12 Indian students out of a total enrollment of more than 200 students in 1974.

Fact: Almost all advertising and school brochures selling vocational education include nothing that appeals to or makes reference to the Indian student.

Fact: Minnesota Area Vocational Technical Institutes show a total enrollment of over 19,000 for 1974; of this, less than 150 were American Indians.

In light of these conditions that do exist concerned citizens for education and Indian people in Minnesota make the following recommendations that should be mandated to the educational system and the division of vocational and technical education.

1. That an all out effort be made to recruit and employ more Indian educators in all segments of career and vocational education.
2. That the division of vocational education develop a section to deal solely with the problems and needs of the Indian population.
3. That vocational education actively involve local Indian citizenry in the implementation of vocational education programs.
4. That all institutions develop the special tools needed to respond to meeting cultural needs of the Indian student.
5. That a national wide investigation be made into the counseling procedures and the human skills qualification of all counselors, both secondary and postsecondary, and where necessary, Indian people be employed to provide counseling services.
6. That the U.S. Congress mandate a coordination by the U.S. Department of Education, between vocational education programs and the Bureau of Indian Affairs of the U.S. Department of Interior to minimize dislocation of students and excessive expense to the taxpayers of the Nation and to uphold the Indian student's right to be educated within his home community.
7. That in all instances where the State does not comply with laws governing affirmative action the Federal Government withhold

Federal moneys allocated for State programs and that the U.S. Commissioner of Education enforce all policies on affirmative action.

8. That in those instances where State and local agencies allow acts of racism or prejudice the U.S. Government assume control of operations until such acts are corrected and eliminated.

To summarize, program components for positive input in Indian education must be extensively developed in the present Minnesota vocational education structure.

The key to a more meaningful and fulfilling vocational education for the Indian student is to attack the already recognized problems now.

The special educational needs of Indian students must be dealt with in their proper perspective and expanded in all areas of the vocational-technical system.

The educational system in the State and this country must establish a precedence for program development to meet the need of the Indian student and the Indian community.

A primary factor must be the recognition, involvement and input of Indian people and the Indian community.

That, gentlemen, is my very brief statement.

Mr. QUIE. Thank you very much, George.

Chairman PERKINS. I wish to compliment you and certainly pay tribute to Lloyd Meeds, who has done such a wonderful job on behalf of the Indians. It is difficult to visualize that you have conditions like that in existence today on reservations in this country.

Mr. QUIE. I would say that on both sides of the aisle in the Education and Labor Committee we defer to Lloyd Meeds for leadership on Indians. He has taken the lead on that and is very knowledgeable on it. I respect him for it. We appreciate it.

I want to ask Bob Van Tries about the Indians and the State Department because he mentioned Will Antell. Bob, who are the others?

Mr. VAN TRIES. One of our field instructors is an Indian. I think there is a lady—I don't know how many people are in the Indian education section—but I know there is a lady in there.

Mr. Chairman, I don't question many of these things happening. I think we had a board meeting last Monday in which several Indians appeared on the agenda.

I would point out to the committee that this is the first time that any of this information has come to our attention—has been at this hearing. We have had no communication of this type, to our division.

Mr. QUIE. You have had a twofold impact. A while back there wasn't an Indian in the State department of education, not one. Could you tell us what effect that had? I only know Will Antell. He is a really tremendous person, in my book.

Mr. GOODWIN. I think the impact of Indian education has come from the Indians themselves demanding that many of the wrongs be corrected. We have seen a greater involvement on the local level with the help of Indian education committees and parents' groups in school districts, causing the State to get involved in education.

This State wouldn't do anything to improve education for Indians unless there were Federal funds. On their own initiative I am sure the State of Minnesota would never have done anything.

Mr. QUIE. Lloyd?

Mr. Meeds. Yes. I am going to address my questions, some of them, to the assistant superintendent.

Are you in any way disputing that what he says is a fact, that of the area institutions located near Indian communities, less than 5 percent total enrollment is of Indian ancestry? Do you agree or disagree?

Mr. Van Tries. I am not disputing anything because I have never heard is before.

Mr. Meeds. You said this is the first time you heard about some of these things?

Mr. Van Tries. This is the first time this has been brought to my attention.

Mr. Meeds. If this is true then I am appalled that this is the first time you heard about it.

Mr. Van Tries. This is correct.

Mr. Meeds. Because as I recall there are rather specific requirements for distribution of funds. One of them is areas of high unemployment, is it not?

Mr. Steiger. Yes, it is.

Mr. Meeds. You just heard this gentleman. Did you just learn that Indian communities have very high unemployment?

Mr. Van Tries. I think in my testimony this morning, Mr. Congressman, I gave you some examples of moneys which were channeled into Indian communities of special needs moneys and Vocational Act moneys of 1968.

Mr. Meeds. How do we come up with the 5 percent total enrollment in these schools near Indian communities?

What is being done by those schools? Are there any outreach programs at all? Could you tell us about them?

Mr. Buckland. I am Hal Buckland, cordinator of the set-aside dollars for the State Department. Yes, there are Outreach programs. In fact last Thursday, the day before yesterday, we had agreed to place a person in the area vocational school that is located near one of the reservations which would actively recruit and counsel the individuals.

Also the one school near a reservation, Whitehurst Reservation—we do have problems. There is no question that there are problems. But those communities around Indian reservations are the most prejudicial.

Mr. Meeds. They are prejudiced. I agree with you.

Mr. Buckland. This accounts for some of the problems.

Mr. Meeds. Unfortunately we are short of time.

But has anything been done under the Indian Education Act in vocational education? Have they made any applications at your school districts? Do any of your area vocational schools have Indian Education Act funds?

Mr. Van Tries. Never had any Education Act funds. We used all vocational funds.

Mr. Meeds. I am not much of a mathematician. But this looks to me like a little over 1½, 1$\frac{5}{100}$ths percent of all enrollment in your area technical vocational schools is Indian in this whole State. Is that correct?

Mr. Van Tries. I can't give you the percentage. But we can look it up.

Mr. Goodwin. I think the 1974 enrollment——

Mr. Meeds. 150 out of 20,000, about. That is about 0.15 right?

Mr. Steiger. That is about right.

Mr. Meeds. What is the total Indian population of the state?

Mr. Goodwin. According to the 1970 census it was about 24,000, 25,000.

Mr. Quie. About three million nine population in the state.

Mr. Meeds. We appreciate very much your coming to testify, George, and giving us this information.

It certainly appears to me that your state agencies have got to find ways to get to Indians with vocational education programs. If you simply sit back and wait for them it isn't going to happen. You have got to get some out-reach.

Mr. Quie. Thank you for coming.

Mr. Kitto. My name is Larry Kitto. I am a member of the state advisory council.

Mr. Quie. Where are you from?

Mr. Kitto. I am from Kamiji, Minnesota.

Mr. Quie. Are you Indian?

Mr. Kitto. Yes. I am a Sioux. I am originally from Nebraska.

Mr. Meeds. We will expect you to exercise a stronger voice in that advisory council.

Mr. Quie. Would it be all right if I call four people together here, two from Michigan, two from Minnesota?

Bill Hemsey, Winona area technical school director, and Edward Dunn, director of vocational technical school, Red Wing.

And we will call on Carlo Barberi from Mount Pleasant public schools in Mount Pleasant, Mich., and James Hanneman, who is a consultant in agricultural trades and industrial education in the Oakland Intermediate School District, Pontiac, Mich.

If those people would come up here all at once, not all talking at the same time.

I would like to do that because you can all get a crack at the time.

If you folks would like to do a little bit of checking to see how you would like to go through this, we aren't out of time at all but we can have a little more time this way.

[Prepared statement of Mr. Hemsey follows:]

PREPARED STATEMENT OF WILLIAM L. HEMSEY, DIRECTOR, WINONA AREA VOCATIONAL TECHNICAL INSTITUTE, WINONA, MINNESOTA

The prime purpose of the Vocational Education Act of 1963, and as amended in 1968, was to assist States "to maintain, extend, and improve existing programs of vocational education". It was also the intent to use funds in assisting States to develop new programs which would serve the needs of youth and persons of all ages.

In reviewing the progress since its enactment, the Minnesota vocational-technical education system has, in my opinion, utilized Federal funds for purposes for which they were intended. It has, therefore, strengthened, expanded and improved the overall quality of vocational education within our state.

Reviewing also the progress over the past years, we definitely have come a long way in the construction of vocational buildings and programs throughout Minnesota. Construction prior to the time of enactment was virtually nonexistent. We have progressed from abandoned elementary school buildings, basements and other sub-standard facilities to buildings which lend themselves to the practical and functional approach of vocational-technical education. The building in Winona, as well as others in Minnesota, was constructed to provide flexibility in programs and designed to serve all types of individuals including the physically handicapped. (No steps were built into the building, allowing mobility by wheelchairs or crutches.) The actual amount of Federal funds allocated by the Vocational Act was relatively small; however, it did provide enough impetus for new construction. It is my understanding that every cent of Federal monies for construction was used by Minnesota with the State contributing 50% of its own fund for this purpose. While attending vocational conferences held in other states, I am amazed by statements of grandeur from pseudo vocational educators describing their post-secondary programs and facilities. However, upon actually visiting the institutions, I found that vocational programs were overshadowed by a strong academic approach. In some cases the vocational courses were the only ones being held in submarginal facilities with obsolete equipment; yet the campus was full of new buildings. I am convinced, and pleased to report, that Federal monies used by the Minnesota Vocational-Technical Institutes were channeled toward sound vocational programs that are geared to the needs of all age groups. In addition to the regular day programs, the Institutes offer many and varied types of classes. For example, those that make use of the physical plant in Winona are: Agricultural Extension, Adult Education, Apprenticeship Training, Special Education, Minnesota Safety Council Training, Corporate Training, Special Shop Courses for Winona State College, and Trade Extension. Exposure at high school level to vocational pursuits, which may include taking several vocational courses, should be exploratory in nature; but the real guts of training has to rest with the post-secondary vocational-technical institutes.

I believe that the Area Vocational-Technical Institutes in Minnesota will remain committed to directly preparing individuals for the real world of work. We shall strive to meet the needs of all students as indicated by their interests and abilities, and continue to provide flexibility in our programs. Over the past ten years we have also shown a strong concern for Manpower training. We now have established definite guidelines of what we are able to do, effectively and efficiently carrying out Manpower programs. It is my hope that under the new Comprehensive Employment and Training Act, CETA), that the Area Vocational Institutes will play a major roll in conducting job related training. It would be my suggestion that CETA capitalize on the many years of experience which can be provided by vocational educators. It would be economically unsound to modify drastically the delivery system which now provides occupational training for the unemployed, under-employed and handicapped. For more than ten years Manpower programs have successfully been coordinated through the joint effort of local employment offices, community action agencies and others. Training programs definitely should be tied to institutions where the programs presently exist.

The Vocational Act of 1963, and as amended in 1968, has definitely given Vocational Education the long needed boost to stimulate a sound and practical means of education which is geared to providing saleable skills.

STATEMENT OF WILLIAM L. HEMSEY, DIRECTOR, WINONA AREA VOCATIONAL-TECHNICAL INSTITUTE, WINONA, MINN.

Mr. HEMSEY. I am Bill Hemsey, area director at Winona, Minn. I am pleased to be able to meet with this distinguished group. It is a pleasure for me to be here today.

I have a two-page-and-a-half statement to read. It is brief, concise. I think we can take it from there.

That is it.

Mr. QUIE. Thank you.

Will each of you make a summary?

[Prepared statement of Dr. D. B. Mjolsness follows:]

PREPARED STATEMENT OF DR. D. B. MJOLSNESS, SUPERINTENDENT OF SCHOOLS, RED WING, MINN.

The Red Wing School System has for three years conducted an exemplary program in career education. The project was partially funded under the 1968 Amendments to the Vocational Education Act of 1963.

Changing needs of life and rapidly changing requirements in the world of work require that schools integrate career development into the learning experiences of all youth. Staff members and community representatives who participated in the planning of the exemplary proposal agreed that the career education theme could be applied in four areas:

1. The elementary school will focus on developing positive self concepts and attitudes toward work as well as familiarizing students with a variety of occupations.
2. The junior high school will be exploratory in nature and will provide hands-on experience in occupational skills. Special units of study will be prepared to provide career information and a career decision-making simulation will be planned for all students.
3. The senior high school will emphasize the continuation of exploratory experiences, pre-vocational skills and work skills developed through simulated and actual work experiences. Cooperative work-study programs will be expanded and career information centers will be established in the various subject matter departments.
4. A plan to serve special needs of Indian students will be instituted. The overall design of the program was aimed at redirecting the staff through an in-service training program. Community involvement was to be a significant part of the program.

CAREER EDUCATION ACTIVITIES AND ACHIEVEMENTS

1. All Staff members have engaged in a career education in-service training program.
2. Special writing teams have prepared curriculum materials and guidelines that integrate career education in the language arts and social studies in grades K–12.
3. Work experiences for senior high school students have been expanded and credit is awarded towards graduation.
4. Cooperative work-study programs in distributive education and trade and industry have been added to the high school curriculum.
5. A summer work-study program was provided for Indian students.
6. A combination career exploration and work release program was instituted for junior high age students who did not function satisfactorily in the mainstream class schedule.
7. A plan for teachers to work in local industry has been implemented.
8. A variety of instructional materials including films, recordings, slides, books and pamphlets concerning careers and decision-making about one's future have been purchased and made available to students and teachers.
9. Several Explorer Scout groups were initiated within the community to give students additional career information from resource persons.
10. A community resource guide was compiled that provides information about local jobs and how to obtain assistance from local employment firms.
11. Hundreds of volunteers have made presentations to classes about their work, served on advisory committees and contributed to instructions in a variety of ways. Widespread use of field trips to industries and business provided first hand occupational knowledge.
12. An expanded community education program emphasized continuing education in occupational skills and personal development.
13. Several cooperative instructional ventures were initiated between the secondary schools and the area vocational-technical institute.
14. A career education booklet was prepared by a Red Wing teacher and jointly published by the Minnesota Department of Education and the Red Wing School District. The booklet was written to assist educators, school board members and other interested citizens in developing career education programs in their communities.
15. All Red Wing School Staff members participated in an evaluation procedure developed by the University of Minnesota and administered by the Minnesota Department of Education.
16. Student achievement and attitudes were measured and compared to a control group.

RECOMMENDATIONS

1. That career education be integrated in all subject areas rather than in just vocational type classes.

2. That teacher preparing institutions include career education in training programs for teachers.

3. That funding be provided for staff in-service training and instructional aids relating to career education be available.

4. That federal funding for career education be made available through sources other than vocational education. The career education program is broad in scope and encompasses many disciplines other than vocational education. The funding received through the Vocational Act of 1963 and its amendments should be used specifically for vocational education programs. However, if funds cannot be made available through other federal programs, it is recommended that the program continue with funds provided by the Vocational Act of 1963.

STATEMENT OF DR. D. B. MJOLSNESS, SUPERINTENDENT OF SCHOOLS, RED WING, MINN., PRESENTED BY EDWARD DUNN, DIRECTOR, VOCATIONAL TECHNICAL SCHOOL RED WING, MINN.

Mr. DUNN. I would like to thank the committee for this opportunity to be heard today and to give testimony.

Mr. QUIE. Mr. Dunn, the statement here is by Superintendent Dan Mjolsness. Is is going to be going in under his name?

Mr. DUNN. Right. The statement will be going in under the superintendent's name, Dr. D. B. Mjolsness. He couldn't be here.

However, I am affiliated primarily with the secondary education. We have an expert here today. Her name is Pat Anns. This is a little background. Pat is a first-grade teacher at Red Wing. She is active as a consultant for career ed at the elementary, junior high and secondary levels.

She did workshops throughout the State as well as Michigan, Ohio, Montana. She is also responsible to a great extent for the propagation of a little booklet which some of you are looking at.

Pat, I will turn it over to you to tell about the program.

Ms. ANNS. Thank you. I am privileged to represent Red Wing. The fundamental concept of career education is that all education experiences, curriculum instruction and counseling should be geared to preparation for the economic independence and appreciation for the dignity of work.

Red Wing was one of the eight exemplary projects in the State of Minnesota. We tried to develop the same concept of the educational experiences beginning with kindergarten or before, the very early childhood, going on through adult education and through their entire life.

We try to eliminate these artificial separations between things academic and things vocational. So that by the time a student reaches the 12th grade he should be able to plan the next step in his development with ease and self-satisfaction.

Under the career ed concept, a child's academic subjects now become relevant to his future life.

It used to be that the first grade teacher prepared the child for the second grade, second grade for third and so on.

No longer is this true. Career ed really is not conceived to replace or to be in addition to any other disciplines that exist today. But it is an attitude to make the educational subjects more meaningful and relevant to the individual through the structuring around the career development theme.

This is only 3 years old in Minnesota. I don't think you can judge a program until the children who have started out in it have reached the senior high level.

As a classroom teacher I would hope that those who are responsible for funding it would not let a program end that has had the impact that career education has had on the children of Minnesota in the last 3 years.

I thought Mr. Van Tries' idea of having a new title under funding probably was very superior.

Mr. Quie. Mr. Hanneman?

[Information submitted by Mr. Hanneman.]

Michigan Occupational Education Association Recommendations

1. A better balance on State Advisory Councils by including elementary, secondary, and post-secondary education representatives and student representatives.
2. Placement and follow-up should be separated to ensure appropriate fulfillment of each activity. Follow-up should be a rigorous evaluation, not simply a census.
3. Student organizations should receive special emphasis at state and national levels to guarantee maximum benefits from these vital educational adjuncts.
4. Useful changes and pertinent innovations should be fostered within education itself rather than adapting techniques from business and industry.
5. Increased multi-media materials should be prepared for use with all community components so awareness, understanding, and support of the public may be increased.
6. All educators should receive appropriate information about occupational education both for professional awareness and for implications in their own teaching, no matter what their subject.
7. Private schools under state supervision should be eligible for program funding when it contributes to the program goals of the state.
8. Stipends for students when they are unable to enroll in programs because of financial limitations, should be included in the forthcoming legislation.

Michigan Personnel and Guidance Association—Position Paper on Career Education for Michigan Youth

INTRODUCTION

The career education movement is currently a major force for change in the field of education. The approach of the United States Office of Education and the Michigan State Department of Education has been to propose broad, general statements about career education to stimulate local school units to develop tailored career education programs which are appropriate for their own students and for their own school and community setting. This approach to the development of career education is both a difficult and an exciting challenge for it means that school staffs have considerable freedom to develop specialized career education programs but also it means that these staffs have major responsibility for the quality of these programs. Such an opportunity requires careful analysis by each educational professional group of the specific role which it can have in the career education thrust.

CORE CAREER EDUCATION CONCEPTS

Although specific career education guidelines are not being proposed at the national and state level, a number of general career education concepts have been communicated. These concepts can provide a starting point for local program planning. The following are some of these concepts:

1. *Career Education Should Permeate the Total Education Process.*—This means that career education will be part of all educational experiences and, therefore, the responsibility of all school personnel.

2. *Career Education is Intended to Maximize the Range of Options Open to All Students.*—If the goal of career education is to maximize options, it is crucial that each student develop a belief in his or her capacity to make many positive contributions through work and to achieve personal fulfillment through living choices.

3. *Career is Viewed as Any Meaningful Activity in which an Individual Engages.*—Career education is concerned with more than paid work activity. Such activities as parenthood, volunteer service and leisure time pursuits are incorporated in the definition of career. This means that students will need assistance in exploring the wide range of career roles which are available to them in American society.

4. *Career Education is On-going and Developmental in Nature.*—Career education is a continuous developmental process. The quality of career development at any point in an individual's life will depend on the nature of the assistance which he has received in the past. Therefore, career education should continue from pre-school through adulthood.

5. *Career Education should be Individualized and should be Flexible.*—Career education should be responsive to the needs of individual students and should allow them the flexibility to change educational directions as they make various career decisions. This also implies that career education should occur in a climate of successful experiences which are conducive to growth.

6. *Career Education Recognizes that the Family is a Major Influence on the Career Development of Students.*—The family is probably the single greatest influence upon career development. Therefore, career education needs to focus on the family and to assist parents in the process of assisting the career development and education of their children.

7. *Career Education Stresses the Importance of Self-Development in Successful Career Development.*—Self-development, that is the development and understanding of abilities, interests, values, needs, life style and self-concept, is a life long process which facilitates satisfying career decisions. If an individual is truly to consider a wide range of occupational roles and commit energy to obtaining desired roles, he must first develop a belief in his own capabilities and an understanding of the type of life which will be most satisfying to him.

8. *Career Education Requires School and Community Collaboration.*—If career education is to be successful in meeting the needs of all students, major cooperation will be necessary among the school, business and industry, and the community, e.g., community colleges, M.E.S.C., and Vocational Rehabilitation agencies. This will be necessary both for stating goals and for marshalling resources for career education.

THE ROLE OF THE COUNSELOR IN CAREER EDUCATION

Career education, if it is to be on-going and comprehensive, will require major input from every education professional group. Counselors, as members of guidance and student personnel programs within schools, will need to re-evaluate their current role in light of career education concepts. There is much in the current role and training of counselors which facilitates their involvement in the career education thrust. The following functions might be strengthened and/or initiated within the role of counselors. The level of involvement would depend however upon the counselor's training, background and skills and the local setting.

1. *On-Going, Direct Developmental Services to Students.*—A core function of the counselor has been direct counseling services to students either individually or in small groups. The goals of career education strongly supports the continuation of these counseling services with specific emphasis on helping students develop a positive view of themselves, learn decision making skills and explore various life options which are available to them. Counseling is an effective procedure for helping students introspectively measure their values, life style, and needs according to the flexible and individual decisions necessary to cope in society.

2. *Supportive Guidance Service to Assist Students in Career Planning.*—Traditionally, the guidance program has been responsible for providing services which provide information about the world of work, educational opportunities and stu-

dent characteristics which can provide a basis for student decision-making, planning and placement. These services acquire increased importance with the current stress for continuous career planning assistance for all students.

3. *Leadership in Defining Career Development Objectives.*—Effective career education programs will need to be based on program objectives which are compatible with existing information about the career development process. Knowledge of research and theory related to career development is a core emphasis in counselor education programs. Therefore, school counselors can provide major assistance to the entire school staff in the development of career education objectives.

4. *Consultation on Career Development.*—Effective career education relies on the extent to which all individuals involved in the career education program have a thorough understanding of the career development process and of educational procedures which can facilitate this process. School counselors, because of their understanding of the career development process, can provide assistance to other program staff in this area through direct consultation, cooperative program efforts, coordination, or in-service training.

5. *Consultation on the Curriculum Development Process.*—Teachers and curriculum specialists will need assistance in developing school curricula which are relevant to the current and future world of work which the students will enter upon completion of the school experience. Counselors, because of their continuous contact with students and the world of work, can provide insights to curriculum developers. Their specific role would be to facilitate change through communicating the need for change, through encouraging interaction and discussion among staff and through describing available activities and resources.

6. *Leadership in Community Organization.*—Implementation of a broad comprehensive career education program requires the use of community resources including volunteers, parents, community groups and representatives of business and industry. A major role of the counselor should be that of community organizer. The counselor can identify community members who can contribute to the career education program and coordinate the utilization of these individuals within the program.

7. *Insure Individualization of the Learning Process.*—If career education is to be effective, it must be tailored to meet the needs of individual students. This is because career development depends on the development of self and on providing learning experiences which allow for the exploration and development of the student's special aptitudes and interests. The counselor can act as a consultant to teachers to help them understand student needs and to tailor individualized learning experiences to meet these needs.

8. *Consultation on Learning Climates.*—The counselor can become a consultant on the development of learning climates, within the classroom, the total school building, and the community which support the development of a positive view of self. This consultation will include the collection of information about student needs and feedback to other school staff about the extent to which the school organization and learning opportunities are meeting the needs of students.

9. *Involvement in the Evaluative Process.*—On-going program evaluation is crucial to the career education program. Evaluation should be concerned with program effectiveness and the continuous appraisal of the appropriateness of the career education program for particular student needs. The counselor must contribute to the evaluation process in terms of defining objectives, measuring the extent to which the program has met the objectives, interpreting the outcomes of the program, and making program revisions as indicated by evaluation data.

STRATEGIES FOR STRENGTHENING THE GUIDANCE COMPONENT OF CAREER EDUCATION

The guidance program can potentially play a major role in the development of strong career education programs. Within Michigan leaders of the counseling profession have looked to ways to provide redirection and to provide more meaningful substance to counselors for use with staffs and students. Between 1969 and 1972, thirty-five workshops (both summer and year long) had been sponsored by intermediate school districts and conducted by local school districts. These workshops were funded by the Michigan State Department of Education for counselors and related personnel.

Also for the past year regional conferences for counselors and related personnel under the sponsorship of the Michigan Personnel and Guidance Association (MPGA) have utilized the career education concept as a theme and have invited both state and natural leaders to lead them. The Michigan Vocational Guidance Association (MVGA), a division of MPGA, has carried through a major function of keeping the total counselor membership informed of development in career education. Also MVGA has held two annual Career Development Workshops to inform counselors about new developments.

Further, the past year, MPGA completed a comprehensive list of performance objectives for secondary school staffs. Much effort was made to incorporate the essential qualities of the career education concept when these objectives were written. These objectives will be field tested throughout the next year.

Many elements of traditional guidance services, of counselor education and of counselor role provide a basis for the development of effective career development assistance to youth. However, to strengthen the impact of guidance on career education, several groups will need to direct effort toward the re-conceptualization and strengthening of existing guidance programs.

Local Guidance Staffs.—The following are strategies which the local guidance staff can use to strengthen their contribution to the career education program:

1. Communicate to other school personnel the nature of their role in career education and the contributions which they can make to other school staff members.
2. Provide leadership in developing objectives for career education, particularly in the area of self development and career planning.
3. Seek and implement information about effective guidance procedures which can facilitate the goals of career education.
4. Move quickly to provide statewide guidance support systems which are program comprehensiveness and continuity.

School System and Intermediate School District Personnel.—The following are strategies which school systems and intermediate school district personnel can use to strengthen the contribution of guidance to career education:

1. Provide on-going in-service education and consultation to guidance staffs to help them formulate program goals and activities.
2. Provide continuous dissemination of information about guidance practices which are being used by other schools to facilitate career development.
3. Provide leadership within their district in the process of developing broad, comprehensive guidance services which provide continuous career development assistance to large groups of students, e.g., all students in system or district.
4. Continually communicate the role of the counselor in career education to representatives of other educational professional groups and seek to establish cooperative efforts with these groups.
5. Establish on-going supportive guidance services which provide backup to local guidance programs, e.g., computer systems, testing services, occupational information systems, and program resource materials.

Michigan State Department of Education.—The following are several strategies which the State Department of Education can use to strengthen the contribution of guidance to career education.

1. Take major steps to disseminate to all guidance departments in the state the results of state funded career development projects. This is crucial because these experimental programs can provide a stimulus for further development.
2. Continue to provide and increase training opportunities which familiarize guidance staffs with new guidance practices which have been developed both of the state and national levels. This training should be jointly funded and sponsored by cooperating departments, e.g., Vocational Education and Guidance and Counseling. State department personnel, university staff, community members and school staff should be involved in this training.
3. Provide funding to local guidance staffs to enable them to implement new guidance practices within their existing program. This would include reimbursement for guidance personnel to maintain and expand guidance services at all levels, including elementary schools.
4. Move quickly to provide state wide guidance support systems which are available to all school systems including occupational information systems, computer systems and placement systems.

Guidance Related Professional Associations.—There are several strategies which professional associations can use to strengthen the contribution of guidance to career education:

1. Facilitate the on-going sharing of practices and ideas between members through conferences, publications, workshops and conventions.

2. Develop prefessionally endorsed career guidance objectives which can provide the basis for the development of local guidance programs.

3. Develop statements of counselor role and functions within the career education thrust and develop discussion papers regarding the impact of career education on guidance.

4. Communicate the potential contributions which guidance can make to career education and gain support for these contributions for government decision-makers, both state and national.

5. Engage in collaborative efforts with other professional groups (e.g., C.P.E.D. and M.O.E.A.) to develop avenues for inter-professional cooperation in the development of career education programs.

6. Encourage intra-professional cooperation between such groups as practicing counselors, guidance supervisors and counselor educators to encourage cooperative efforts among these groups in the career education area. Particular emphasis should be placed on including employment and rehabilitation counselors in the career education program.

MICHIGAN INDUSTRIAL EDUCATION SOCIETY, INC.—A POSITION PAPER ON INDUSTRIAL ARTS EDUCATION AND CAREER DEVELOPMENT IN MICHIGAN

INTRODUCTION

The focus of this paper is the examination of the role of and the implications for industrial arts education in Career Development in Michigan. Recent proposed changes in the 1974–75 *Michigan State Plan for Vocational Education*, hereafter referred to as the *State Plan*, reflect the inclusion of industrial arts in addition to the traditional vocational service areas. It is the position of the Michigan Industrial Education Society, Inc. that industrial arts can and should play an essential role in meeting the provisions of the *State Plan* which serve the career development needs of students from elementary through adult levels. [6, 12]

Subsequent sections of this paper will deal with (1) the historical background of industrial arts and federal legislation, (2) the contemporary definition of industrial arts education, (3) the contemporary definition of career education, (4) the role of industrial arts in career education, (5) the role of industrial arts in Michigan's career development plans, and (6) recommendations for future action. [10]

"Career development," as it is used in this paper, will specifically include the career education concepts of self-awareness, career awareness, career decision-making, and placement. These concepts represent the current State Department definition of "career development." [12]

HISTORICAL BACKGROUND

Since 1971, two major thrusts have been initiated which led to a legal recognition of industrial arts. One of the major thrusts was the emergence of career education. This concept has since generated much discussion, and is currently a major force calling for change in the field of education. Two elements in Michigan's total concern for career education, as reflected in the *State Plan*, are career development and vocational education. [5, 12]

The second thrust, which in part, grew out of the national career education movement, involved the inclusion of industrial arts in the Educational Amendments of 1972 (Public Law 92–318). In part, this legislation broadened the definition of vocational education to specifically include industrial arts, and allowed each state to include industrial arts in their state plan. [9]

As each of these two thrusts were evolving in concert with each other, a national task force was commissioned to develop a statement. The task force, composed of industrial arts educators representing the Industrial Arts Division of the American Vocational Association and the American Industrial Arts Association, focused their responsibility upon the implications for curriculum development and program implementation. Their publication entitled, *Guide-*

lines for Industrial Arts in Career Education, provides an extensive analysis of the implications for industrial arts in career education, and served as a basic model for development of this paper. [10]

INDUSTRIAL ARTS EDUCATION

Industrial arts education has served a variety of purposes and goals for students in Michigan's educational programs for a number of years. A major concern of industrial arts is the interaction and interface between society, man, and technology. Recent technological developments and advancements demands that a major portion of the school's program and curriculum attempt to prepare youth to live in a society where they are required to weigh the merits of technology and assess its implications for themselves, as well as other individuals affected by it on a daily basis. [8]

Technological growth has had, and will continue to have, numerous positive effects. Technological growth has generated a tremendous number of new inventions, materials, processes, and machines that have benefited the society through higher standards of living. As these technological advancements continue to reflect changes in our society, industrial arts becomes one of the major disciplines responsible for educating the youth as to the implications and role of industrial technology and industrial occupations in America.

Experience has shown that technology can also be easily misguided in attempting to serve man. To some degree misguided technology has contributed to the deterioration of our environment with respect to efficiency, tedious work roles, fluctuating unemployment, discontent among consumers, and the reduction of man's individuality through increased specialization. Industrial arts has become the educational discipline with major responsibility for educating our youth to live in a society which is highly influenced by technological growth and advancement. [9, 10]

Industrial arts education is defined in the *Federal Register* and the *State Plan* as:

"* * * those educational programs which pertain to the body of related subject matter, or related courses, organized for the development of understanding about the technical, consumer, occupational, recreational, organizational, managerial, social, historical, and cultural aspects of industry and technology including learning experiences involving activities such as experimenting, designing, constructing, evaluating, and using tools, machines, materials, and processes which provide opportunities for creativity and problem solving and assisting individuals in the making of informed and meaningful occupational choices." [6, 12]

Several unique goals have been identified for students enrolled in contemporary industrial arts education programs. Industrial arts programs provide activities and experiences whereby students will:

1. Develop insights and understandings of industry and its place in our culture.
2. Discover and develop talents, attitudes, interests, and individual potential related to the industrial-technical areas.
3. Develop abilities in the proper use of tools, machines, and processes.
4. Develop problem-solving and creative abilities involving materials, processes, and products of industry.
5. Inter-relate the content of industrial arts with other school subjects in the curriculum.
6. Develop an understanding of a variety of careers and their requirements. [8, 10]

CAREER EDUCATION

Career education is a concept which emerged on the education scene in 1971. It is essentially intended to enhance the goals and purposes of education as a whole by creating an overriding focus for education on a series of career/life roles. Through career education all subject matter areas and grade levels have a responsibility to assist each student in the pursuit of those career/life roles appropriate to his interests, aptitudes, abilities, and needs. [2, 3, 9]

Perhaps career education was most aptly defined by Sidney P. Marland, the former U.S. Commissioner of Education:

"Career education provides for a broad approach to preparation of citizenship; provides job information, and skill development; and also helps individuals develop attitudes about the personal, psychological, social, and economic significance of work in our society. It develops and fosters vocational and recreational interest of individuals to help prepare for a well-rounded living in a world in which leisure time is increasing and greater opportunity for a self-expression through creative production is available." [9, 10]

Several goals have been identified for career education. These student-centered goals include:

1. Contributes to the economic life of society by developing a producer of goods or provider of services.
2. Furthers the importance of membership in a family group.
3. Provides opportunities for successful participation in the life of the community.
4. Assists in the development of avocational interests.
5. Brings about the acceptance of responsibility concerning the asthetic, ethical, and moral life of the community.
6. Aids in revealing the range of career options and the development of positive attitudes toward life and work. [10]

Career education in Michigan is developing on the basis of identified life roles being legitimate concepts to guide educational program development. The four identified life roles are occupational, family, citizen, and avocational or leisure roles. [2]

THE ROLE OF INDUSTRIAL ARTS IN CAREER EDUCATION

Industrial arts provides many opportunities for students to become involved in learning activities and experiences which are pertinent to their future career and career-related roles in a technological/industrial society. A comparison of previously identified definitions, goals and characteristics for career education and industrial arts education will bear this out. [10(AVA Convention presentation)]

Industrial Arts Goal

1. Provide an opportunity to make other school subjects more meaningful and relevant.
2. Bring about an understanding of career opportunities and requirements in industrial pursuits and develop traits that help obtain and maintain employment.

Career Education Characteristic

1. Increase the relevance of all educational subject matter and promote a restructuring and focusing of it around a career development theme.
2. Provide students with the guidance, counseling, and instruction needed to develop self-awareness, self-direction, and expanded career awareness and aspirations.

Industrial arts can provide experiences in a variety of career clusters such as construction, manufacturing, communications, and transportation. It also provides students with opportunities to actively engage in industrial processes such as planning, designing, developing, constructing, organizing, controlling, producing, testing, and disseminating, and study the utilization of numerous industrial materials such as metals, plastics, ceramics, and woods. [4, 8, 10]

In addition, industrial arts also contrbutes to the dimensions of career development: self-awareness, career awareness, and career exploration through its activity-based role playing experiences. It assists individuals in the formation of a positive attitude toward craftsmanship, work, and self. Learners also experience the development of a favorable attitude and appreciation for creative problem-solving and thinking, their individual resourcefulness and self-reliance. [7, 9]

Guidance and counseling activities assist the students in developing a self-awareness and permits them to compare those aptitudes, abilities, and interest against those required in a variety of careers, through activity-based educational experiences in laboratories. [5]

Industrial arts can be an integral part of career education in all of its phases, kindergarten through post-secondary. Industrial arts subject matter and activities can be infused in the lower grades and later can emerge as courses in the middle and upper grades. Industrial arts programs directly serve the technological and educational needs of persons involved in many phases of career awareness, exploration, and preparation. [2, 3, 9]

THE ROLE OF INDUSTRIAL ARTS IN CAREER DEVELOPMENT

To date, career education, in Michigan, has been initiated primarily through the Vocational Education and Career Development Service of the State Department of Education. Several World Of Work/Career Education pilot programs have been sponsored by the Career Development Unit of the VECDS. The *State Plan for Vocational Education* reflects several characteristics of different levels of elementary through adult career development programs:

> Early exposure of students to occupational concepts and experiences is necessary if they are to develop positive attitudes toward work and acquire information and experience to assist them in making future educational and occupational decisions. Career development focuses on offering students the opportunity to develop awareness and decision-making skills.
>
> Career development begins in kindergarten and continues throughout life as an integral part of the total education program. It provides for sequential exposure to occupations through information, exploration, and preparation.
>
> Children need the opportunity to continually explore their attitudes, aptitudes, and interests in relation to a wide range of educational and career opportunities. Beginning at the elementary level, students are assisted in developing self-awareness. They learn to assess interests, abilities, and attitudes about themselves and those around them in relation to life roles.
>
> At the junior high school level, youth focus their exploration on awareness of careers, while sharpening self-understanding and building skills in career decision making. All educational disciplines are correlated and combined with a strong guidance and counseling program to introduce more relevancy between the relationship of the educational program and the real world.
>
> The career development program at the high school level includes more specific exploration of careers. Skill preparation is available to students who desire it and emphasis is placed on career decision-making skills. Through systematic placement assistance, students have the opportunity to assess and act upon their skills and career goals in relation to a job or further education. Follow-up of student placements provides feedback for program evaluation.
>
> Although the preceding paragraphs imply that certain phases of career development take place at certain grade levels, all program components take place at all levels. Emphasis on a particular component depends on the needs of the student for individual career development. The focus of career development for adults, then, may differ according to the individual involved. In some cases, this may mean beginning with the rudiments of self-awareness, whereas, in other cases, this may mean re-training or job upgrading. [12]

The foregoing statement of purpose for career development in Michigan suggests many possible roles and implications for industrial arts. The preceding section regarding the relationship of industrial arts to career education covered many of the general implications. *In the following paragraphs an attempt will be made to relate some specific roles and responsibilities for industrial arts within the context for career development.*

Industrial arts programs directly involve students in developing and/or refining basic skills needed in many occupations and the career-life roles. The interrelationship of reading, writing, and other basic skills to occupational competency is exemplified in activity-based learning experiences in industrial arts through the utilization of basic skills for planning, designing, and other similar activities.

The goals of industrial arts education, previously identified, highlight the discovery and development of individual aptitudes, abilities, interests, and attitudes through classroom and laboratory experiences involving industrial roles, materials and production processes. This aspect of career development is emphasized at all levels (elementary through adult) of industrial arts programming.

Industrial arts also offers significant experiences through which students may analyze and compare their personal interests, aptitudes, and abilities against the intellectual, physical, and emotional requirements of a tentative career choice(s). The self awareness/career awareness comparison is focused upon in such industrial arts experiences as designing, constructing, evaluating, and managing when students are comparing and evaluating those experiences inherent in an occupational cluster against their individual needs and interests relative to a tentative career choice(s).

Intercurricular experiences are readily facilitated through industrial arts. Curriculum projects such as the Industrial Arts Curriculum Project have demonstrated the functional inter-relationships between contemporary industrial arts curriculum content and such disciplines as mathematics, science, and social science. Certain of these projects have effectively demonstrated that teachers can effectively coordinate the educational experiences of students in order that these experiences more closely represent the inter-relationships of an industrial/technological society.

Several additional roles and functions are also served by industrial arts in the career development component. Some of these roles provide for the:

Development of positive self-concepts relative to occupational selection and pursuit based on positive career exploration activities in industrial arts.

Development and refinement of career decision-making skills based on the decision-making experiences inherent in industrial arts activities and/or programs.

Exploration of an arrangement of occupational clusters through classroom, laboratory, and field experiences focusing upon prerequisite employment needs for each cluster.

Preparation of students for entry into vocational programs at the secondary and/or post-secondary level where they will have the opportunity to develop the skills necessary for employability.

It should be noted that one of the four Program Standards of Quality for educational programs, as identified in the *State Plan*, is the inclusion of a career development program component. In overall program planning, "each local educational agency is requested to consider plans for developing and implementing career development as an integral part of the school district's educational program. This program should include all educational disciplines and be supportive to all youth in their educational development for entry into the world of work." [12]

RECOMMENDATIONS FOR FUTURE ACTION

The eventual outcome or product of most position papers is a set of recommendations or suggested strategies for implementation action on the topic under consideration. Because of the broad implications of the basic topic under consideration here, the topic must be handled with careful deliberation and due concern on the part of all readers of this paper.

This paper had its beginnings with an expressed concern for how the federal funding of industrial arts would be handled in Michigan. As with most topics which reflect monetary implications for educational programming, there is no one direct answer. Based on the current situation in Michigan there is no simple answer to the questions of when will funding be available, what do I have to do to qualify, or how much will my program be receiving?

Before reading the recommendations for future action as prescribed by the authors of this paper, you are asked to carefully consider the following concerns which are influencing the outlook for funding of on-going industrial arts programs.

The first concern one must consider relates to Michigan's total plan for career education. At this time career education is still a fairly new concept to most local school personnel. With the recent passage of the 1974 Michigan Career Education Bill, however, the state is embarking on a massive effort to infuse career education programming into every classroom in the state. Under the primary direction of the Michigan Department of Education, it appears as though this effort is organized and planned for the single purpose of creating meaningful and relevant changes in education throughout the state.

This comprehensive effort is currently unfolding in the form of developmental, experimental, and exemplary program funding through the Career Development United of the Vocational Education and Career Development Service, and the General Educational Services Division. These two units are currently funding projects and exemplary programs totaling approximately $1,100,000 annually. These projects are designed to field test basic components of the total career education model. As performance outcomes and alternative delivery systems for each component of career education are refined and validated, the funding focus will change. The fiscal spending plan will alter its focus to include those programs willing to adapt or refine the validated performance outcomes and delivery systems, thus plugging the efforts of typical industrial arts program into the objectives of the mandated, state-wide career education effort.

At this time it appears that the only avenue open for funding of industrial arts programs appears to be funding of a developmental or exemplary nature. Eventually the outcomes of these exemplary efforts will lead to the development of a set of specific administrative guidelines which will provide for support of on-going programs.

Another contextual concern influencing this problem relates to the state-wide accountability model. Accountability for educators and educational programs has become a real and genuine concern of the State Department, as well as other groups and agencies throughout the state. The problem for a new area such as industrial arts is: how can one be held accountable if the overall outcomes to be achieved for accountability are not yet identified. It seems unlikely that funding support will be provided before the accountability criteria are developed.

The final concern for consideration is related to the actual dollar availability. The Educational Amendments of 1972 included industrial arts in the federal funding structure, but did not appropriate or designate any specific funds to support these newly authorized programs. It should also be noted that the federal appropriations for vocational education *have not* increased significantly over the past three years. Without increased appropriations for vocational education it appears unlikely that industrial arts will attain any significant level of funding for support of on-going programs.

In light of these concerns (development status of career education, compliance with the accountability model, and lack of fiscal appropriations), industrial arts educators have considerable cause for optimism. Activities and events planned for the immediate future should see industrial arts move into a key position of leadership in providing educational experiences and programs of a career development/exploration nature. The roles of industrial arts in the career development component of career education must become fully operationalized through exemplary programs to determine the exact nature of its contribution to the total effort.

The following are a series of recommendations for future action by: (1) the Society, (2) industrial arts teachers and local school personnel, (3) teacher educators, (4) CEPD and intermediate school district personnel, and (5) the State Department of Education. Active implementation and follow-up of these recommendations is needed to guide the overall development of industrial arts education within the framework of career development in Michigan.

Recommendation I. The Michigan Industrial Education Society should establish a series of *ad hoc* committees of members and non-members to pursue the implications and actions needed relative to the following aspects of industrial arts education programming:

1. Development of performance outcomes for students in career exploration in middle school/junior high programs.
2. Development of concepts, ideas, and text for new section of the "Administrative Guide for Vocational Education." This would involve State Department personnel.
3. Development of guidelines for funding priority areas, long range planning, and spending plans.
4. Development of administrative and communication linkages between the local industrial arts teacher, local administrators, intermediate administrators and the various state department services.
5. Development of specific industrial arts leadership within an appropriate division of the state department.
6. Development of means by which the Society might have input into specific "Request for Proposal" documents initiated by the state department relating to industrial arts education.
7. Continue the involvement of the Society in the newly created Michigan Council of Career Education Organizations through participation and espousal of the role of industrial arts education in career education.
8. Continue to seek support for the benefit of industrial arts and trade and industrial education as appropriate related components which contribute to career development and vocational education in Michigan.

Recommendation II. Industrial arts teachers, individually or collectively, should begin a series of activities (which take advantage of the situation established by the Educational Amendments of 1972 and the Michigan Career Education Act of 1974) such as:

1. Insist that local school boards and administrators adopt policies which are in line with career development concepts and which allow funding of industrial arts programs which contribute to career development and/or vocational education.
2. Establish administrative and communicative links with local career development and vocational personnel.
3. Establish administrative and communication links with intermediate district personnel especially the Career Education Planning Coordinators.
4. Identify unique and common performance outcomes and survival skills which industrial arts courses provide for students. These should be used to justify support and to clarify the contributions of industrial arts in terms of student behavior.
5. Develop exemplary courses or programs which contribute to career development and vocational education and generate subsequent local and state support.
6. Plan and conduct local seminars and workshops to inform and update industrial arts teachers in each intermediate school district about current topics.
7. Establish local student organizations and encourage student involvement in career development activities, the Student Industrial Competitions, and the M.I.E.S. Awards Program.
8. Develop plans for the utilization of student teachers and intern teachers in the development and conduct of career development course/program segments and activities.

Recommendation III. Industrial education teacher educators should establish and promote pre-service and in-service programs which give direction, develop competencies, and allow direct participation of themselves and their students. They should:

1. Work through the curricular authority of each university to establish career education concepts and career development functions in the pre-service program of all teachers.
2. Provide exemplary pre-service courses which treat awareness, exploration, and preparation activities.
3. Develop cooperative arrangements with local educational agencies which allows both groups of personnel to benefit from the knowledge, services, and programs which exist in both settings.
4. Seek financial support for appropriate program elements which have been previously excluded from funding under vocational legislation.

Recommendation IV. Career Education Planning District (CEPD) and Intermediate School District personnel should become involved in a series of activities which will serve to coordinate the identification of a role for industrial arts education within the CEPD plan. These activities should:

1. Identify and inform concerned industrial arts educators within the CEPD through a series of workshops or seminars devoted to career development.
2. Establish a subcommittee to the CEPD Coordinating Council specifically charged with the responsibility of fitting industrial arts into the CEPD plan.
3. Coordinate inservice workshops designed to assist local school personnel in the preparation of proposals for industrial arts funding.
4. Adopt Council and Board policies supporting industrial arts and career education, and educational programs which serve to implement career development concepts at the classroom level.

Recommendation V. The Michigan Department of Education, through its appropriate divisions and/or services, should assist industrial arts educators and administrators in more fully understanding the role and implications for industrial arts in Michigan's career education plan. Recommended activities in this area include:

1. Establish a specific industrial arts leadership position(s) within an appropriate division of the State Department of Education for the purpose of providing significant coordination, direction, input, and leadership for all K–12 developmental activities related to industrial arts programming statewide.
2. Continue the policy of open forums and discussion with professional organizations, local school personnel, teacher educators, and CEPD personnel.

3. Sponsor a series of regional workshops designed to acquaint all interested personnel with the role of industrial arts in the state's educational planning scheme. These workshops might focus on prospective guidelines and development of proposals.

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STATEMENT OF JAMES HANNEMAN, CONSULTANT IN AGRICULTURAL TRADES AND INDUSTRIAL EDUCATION, OAKLAND INTERMEDIATE SCHOOL DISTRICT, PONTIAC, MICH.

Mr. HANNEMAN. My name is James Hanneman and I live in Pontiac, Mich. On behalf of the Michigan Occupational Education Association, of which I am president, we are indebted to you, Mr. Chairman, and to each member of the committee, for your diligence and for this opportunity to appear.

The Michigan Occupational Education Association is composed of individuals from education, business and industry who support the expansion of vocational education programs and opportunities for all our youth and adults. We look at the needs of society, the needs of individuals and we wonder why they can't both be met in a better fashion.

Of course we are aware of the roles of parents and of nonvocationally oriented educators in the teaching and counseling process. This is one of the many reasons we see for more prevocational education programs.

When the school dropout or pushout wonders why no one gave an awareness of occupations or opportunity to make personal occupational decisions we believe the schools have failed.

But schools need help in communicating to their broad community the goals and needs of prevocational education and we urge you to provide that help.

Vocational education also calls for a different kind of teacher preparation. No one recognizes shortcomings in a teacher as do youth of all ages.

And when skills and understandings must be current and competent teachers must also be current and competent.

Shakespeare hasn't changed much in our lifetimes but the techniques of farming, homemaking, distribution, health care and the mechanics of an automobile change with every passing year. Thus we require vocational education program changes to equip staff and develop leadership, placement and counseling and guidance programs.

As a South Dakota born youth now working in a great industrial State like Michigan I can give personal testimony to the needs for research and demonstration programs. There are more than half as many students in Michigan vocational education programs as there are people in South Dakota. That means how to and when to, let alone why to, requires a lot of applied research, demonstration programs and curriculum development.

Some counties in Michigan, like the one in which I work, now have skill centers for secondary youth where the attitude and application of those who are privileged to attend remind you of college, not high school.

Our boys and girls everywhere deserve this kind of opportunity, not only to help them find their place in the world of work but also to find their place in the world.

Prevocational expansion, teacher development and program development and implementation can provide a big difference tomorrow if you will make it possible today.

Our prepared statement includes position papers by the Michigan Industrial Education Society on Industrial Arts Education and Career Development and by the Michigan Personnel and Guidance Association on Career Education for Michigan Youth plus recommendations regarding specific proposals.

Thank you.

Mr. QUIE. Thank you very much.

Mr. Barberi?

STATEMENT OF DR. CARLO BARBERI, SUPERINTENDENT, MOUNT PLEASANT PUBLIC SCHOOLS, MOUNT PLEASANT, MICH.

Dr. BARBERI. I am very happy to join with you, Congressmen, in this work session today. I am extremely delighted that the chairman of the committee is with us today and equally disappointed that one of the men from Michigan was not here. I am sure they must have a good reason for not being here.

Mr. STEIGER. They do. None of them serve on this subcommittee. They have other assignments.

Dr. BARBERI. I know them all. It would be nice to see one.

As your witness list indicates, I am from Mount Pleasant, Mich. It is a college town, the home of Central Michigan University. It has been known as the oil capital of Michigan. Mount Pleasant is a community of 12,000 core population with population swelling to 30,000 in the immediate vicinity and is located in the center of the Lower Peninsula.

As a long-time administrator in Michigan schools I have seen a general upgrading and expansion of vocational education in my area of the State and more specifically in the Mount Pleasant system of which I am superintendent.

I am convinced that without the leadership and financial support offered by the Congress through P.L. 90–576 we would not have been able to offer the type of programing we currently have.

Presently as an area center we are serving 1,200 students in vocational programs with $203,280 in Federal dollars in 1973–74 helping us to do the job.

The school district of the city of Mount Pleasant has a student population of 4,800-plus with seven elementary schools, a junior high school and a senior high school with a population of approximately 1,500.

Today I have not heard mention anything about parochial schools. We have the Sacred Heart Academy in our city, a Roman Catholic school for grades 2 through 12, located in Mount Pleasant. We have a shared-time program with the high school, grades 9 through 12.

Presently 50 percent of the Sacred Heart high school students take advantage of courses at the public high school, mainly in the area of vocational education.

The Mount Pleasant School District is fortunate to have an area vocational center for training students and adults for salable skills. We have a comprehensive high school with another school center attached to us. We are a little different than some. The center offers a most complete vocational program.

Today, rather than cover the educational waterfront I would like to relate to you what a special provision of the vocational amendments has helped us to achieve. This is an area which is close to my heart and which I feel has unusual significance for our community and our school system.

This special provision I am referring to is the set-asides for serving the disadvantaged and handicapped population. I apologize for the repetition. But I feel I had to hit this area.

The special needs program which was initiated during the 1971–72 school year has two main components.

First is a program entitled Project Pay, parents and adults. During the past 3 years the enrollment of this program has averaged 98 disadvantaged youth and adults each year.

In addition 15 handicapped persons will be served during the 1974–75 school year.

Training has been offered during the regular school day and after school hours with a feature being that students have been integrated into the regular programs.

In addition special classes have also been offered at various times in the following occupations: Building trades, health occupations, business education, building maintenance, commercial foods, machine shop, child care, drafting, electricity and electronics, metal trades.

Students were deemed disadvantaged if their records indicated that they probaby could not succeed if placed in a regular vocational program without special services or assistance.

Such indicators as excessive absenteeism, disruptive social behavior, below average grades in their academic subjects were taken as evidence of inability to succeed. Appropriately, if a student was a dropout he was considered disadvantaged. Handicapped persons were those identified by a certified special education staff member or diagnostician.

The objectives of the program are to provide the additional support services that were not ordinarily available to increase the opportunities for success in the vocational programs of the students' choice.

Such additional services as basic education, counseling, placement and the use of paraprofessionals in the learning laboratory are utilized in this effort.

There has been a parallel program for the parents of many of the youths which has not only provided skilled training but has expanded into areas such as those dealing with family problems and consumer and homemaking education.

The followup figures for the 1972–73 school year indicates the following:

Fifty-four percent reported improving their self image.

Forty percent felt better about school because of the project.

Eighty-five percent stated that they enjoyed their work.

Thirty-seven percent of those working felt that they were getting along better at home.

The second program component is entitled "The Saginaw Chippewa Indian Project." We have an Indian reservation located in our school district which is populated by the Saginaw-Chippewa Tribe. We have had problems over the years with our holding power with this specific group. We were fortunate to receive an educational grant in special needs from the State vocational education department for in-school and out-of-school Indian youth.

This project involved participation by 13 agencies from the State and Federal levels which included such agencies as Bureau of Indian Affairs, Michigan Department of Education, U.S. Department of Agriculture, U.S. Department of Interior and Michigan Department of Social Services.

The project was designed to serve young Indians from the Saginaw-Chippewa Tribe between the ages of 15 and 25 who had dropped out of the educational system. After 3 years of operation 41 individuals have been served. Thirty-one of these were high school students and 10 were adults.

The primary objectives of the program are to reduce the dropout rate of Indian students, to develop basic work skills, to develop ethnic ties between two generations of Indians, to develop self pride and to attempt to bring Indian students back into the educational mainstream. All of the students in the program are meeting the requirements for high school completion.

The content of the program revolved around all of the skills recommended for a construction tradesman. A typical cross section of these skills encompass plumbing, heating, masonry, carpentry, heavy equipment operation, topographical mapping, surveying, well drilling, and electrical house wiring.

The basic skill component of the project was to rebuild and make additions to "half-houses" on the reservation. If you live on any reservation you can't own it. So whatever you leave there is left for someone else's use. So there might have been a reason why the building wasn't going on, particularly with the amount of money, just enough to take care of their own family needs. So you can be very critical. But don't jump too soon. That is my whole point because there are some regulations when you live on a reservation.

They took 15 of those houses. These homes were built approximately 40 years ago with the idea that the Indians on the reservation would complete the other half of the house.

None of these "half-houses" were equipped with running water or indoor plumbing facilities. Agencies furnished the materials necessary to remodel the houses.

These homes were remodeled complete with new siding, new windows, new plumbing and in many of the homes additional rooms were constructed.

The new windows were Government overrun. The Bureau of Indian Affairs had the architects design the additions to the homes around the windows. They were excellent windows, incidentially. So we took the windows and built around them.

You can just about imagine what rooms they put on. They put on toilet facilities first, hot water.

I was absolutely amazed. Our grant was around $22,000 for the educational phase of it. The first thing we know they had $150,000 to do business with.

I had better get on with this because I know you are in a hurry. I can talk about it if you ask questions.

The heavy equipment phase involved training in the operation of bulldozers, backhoes, front loaders, tilting machines, well drilling rigs and so forth, to drill water wells and install septic systems for each home.

We had an Indian who was given two leaves of absence of 60 days. He trained the Indians.

Class time runs 4 hours per day coupled with 3 hours of on-the-job training, thus allowing students to develop not only a saleable skill but an opportunity to go to high school in a normal 4-year period.

This is much more than a "bricks and mortar" project. The total Chippewa community has developed pride in what their youth have accomplished. The gap between the old and young generation of the Indian is being bridged.

More important the gap between the Indian and the Caucasian in Mount Pleasant is being bridged.

With an Indian dropout rate of 85 percent in the upper peninsula and 65 percent in the lower peninsula we take pride in the fact that 8 out of 10 students in this project have returned to school.

The significance of this project for the community lies within the fact that because of what happened during a joint effort by so many altered the attitudes of many of the Chippewa youth about themselves and many of those around them.

Many more Chippewa youth remain in school. There is greater participation in school activities. They are giving others a chance to relate to them. They seem to have more pride. They have demonstrated that they can build something and have contributed. For many of us in my community we are thankful for this change in attitudes and relationships. It was due to a special needs project. We are grateful for it.

I understand that concerns have been raised as to whether or not categorical provisions apply to special needs programs. We do so to guarantee that we continue to serve those who all too often are overlooked.

Someone talked about whether these categories were a ceiling or a floor. If you take the funds and commingle them you may not even have that floor support. So I recommend that you leave it as it is on the set-asides.

I am just going to ad lib the next two here.

The Youth Corps vocational study programs, I think you should tie them to educational institutions because I think that you will get a better followup and educational upgrading if you put it with an educational institution rather than the way it is being done at the present time.

I am just going to stop at that point because I know you are in a hurry.

Ms. ANNS. I gave a speech not long ago at the career education workshop in Rosendale, Wis. I got proof of the fact that it is a good system.

Mr. STEIGER. Was it part C of the Vocational Act as amended? Pat, you have worked in other States. What has happened with what you have done in the State of Minnesota? Do you know?

Ms. ANNS. There is an evaluation of the eight exemplary projects. It has been accepted pretty much around the State. By 75 percent of the teachers. Some thought of it as a threat. But they have found it is something we could use, to make what we were teaching applicable to the students. To make them realize that there was more to learning than just—is that the type of thing you mean?

Mr. STEIGER. Yes.

Ms. ANNS. But I think it has been very widespread. There have been like 60 or 70 workshops around the State.

Mrs. VAN TRIES. Yes, I think I made reference to it.

Mr. STEIGER. You talked about it, Mr. Van Tries; yes, in your statement this morning.

Ms. ANNS. Often when you go to these workshops the teachers will be really turned off by this. But by the time it was finished they really were on the bandwagon.

Mr. STEIGER. If we could have the study that was done of the exemplary programs that would be useful to us.

I think all of us on the committee are going to do the best that we can to try and make sure that somehow we can make some sense out of all we do in the career occupational field.

We do want to pay you a compliment. I think you have taken a very rational approach to make this concept and made it even better and more understandable than it ordinarily is.

Can I ask Bill Hemsey from Winona—I am a little unclear, Bill, when you get into CETA and your discussion on pages 2 and 3 of your statement, as you may recall I asked Mr. Van Tries the question some time ago this morning about what had happened with the 5-

percent set-aside; in terms of Winona, do you have a prime sponsor?

Mr. HEMSEY. We are part of a region. Our prime sponsor is region 10 in Winona, which encompasses a number of counties including Homestead, Winona, Fillmore, Houston. It is for a number of counties that are in the CETA prime sponsorship.

So it is a group of counties.

Mr. STEIGER. You have a consortium of counties that make up the prime sponsor?

Mr. HEMSEY. That is correct.

Mr. STEIGER. What has happened in terms of the relationship with the prime sponsor?

Mr. HEMSEY. I am on that committee for region 10. I am very happy to be on that committee. Right now it is in the developing stage where they haven't decided, you know, what is going to be done.

In fact I met the day before yesterday here in the Twin Cities in formulating this type of consortium for the CETA group. Hopefully the training that is offered through the institutions that are capable of offering this type of program—in other words, it is not to rediscover America all over again. We have gone through ARA. We have gone through manpower training. Hopefully we have got some of the bugs worked out now.

One thing that comes to my mind is the Job Corps program that was over at Sparta and Camp McGuire. I have never seen such a waste of Federal dollars for training youth. You could have sent them to Yale for 4 years for what it cost to send one student to the Job Corps.

There were people conducting these programs that were not vocational educators. They would open up a parts catalog or a machine catalog and say, "I will take one of each. We may need it. Just give it to me."

These people didn't realize what training is all about. They were trying to do something they weren't able to do is what I am saying.

So if there is expertise in the AVTI's in the State of Minnesota—and I am sure there is; I know there is—for heavens sake, let us utilize this just from an economic standpoint of the taxpayers' money.

Mr. STEIGER. But that hasn't yet been decided.

Mr. HEMSEY. No.

Mr. STEIGER. One of the points you make in terms of the facilities you have at Winona is the use by other agencies in your organizations

You say that the Minnesota Safety Council uses the Winona area technical institute for training. I assume that is training for the Occupational Safety and Health Act?

Mr. HEMSEY. Right. I think that was one of the best things that happened. Being an industrial person myself, a tradesman, heavens sake, a lot of them need it. I think it was good, the Occupational Safety and Health Act. It put a lot of things out in the open.

We do conduct programs on this regularly through the Minnesota OCHA people. We have it locally and areawide. Forklift safety, for instance, we have had it. We have every aspect of safety. We have had some good programs.

Mr. STEIGER. Are you at all considering or do you know of any of your sister institutions that are considering the training of safety personnel other than just employee or employer trained?

Mr. **Hemsey**. No. But that is a good suggestion. An excellent suggestion. I know it is being done in Twin Cities.

Mr. **Steiger**. Let me suggest you take a look at what the Waukasha Technical Institute in Wisconsin is doing. They are now training for the Occupational Safety and Health Act under its own auspices, people to go into either compliance positions or consultant positions in Labor Department or State agencies and safety positions for companies that might like to develop that kind of expertise.

A large part of their graduating people are now going into insurance companies. But you ought to take a look at that as a program that both can meet the needs of what American business and industry and labor need as well as one in which there is a very real demand for skilled personnel.

Mr. **Hemsey**. Very good suggestion.

Mr. **Steiger**. Let me turn to the Michigan people. On the recommendations of the Michigan Occupation Education Association, your first recommendation was the balance of a State advisory council by including elements of secondary and postsecondary education representatives and student representatives.

Looking hurriedly at our compendium, elementary and secondary, and postsecondary education representatives are authorized if not in fact mandated on the advisory council. Students are not. Is there a problem with the Michigan Advisory Council?

Mr. **Hanneman**. I don't think there is any problem. We are looking at it as a broad perspective for the United States. We are mentioning student representatives to make sure of that point being heard. No problem within the Michigan delegation. The Michigan delegation has been one of the forerunners in seeing that we have an adequate balance among representations.

Mr. **Steiger**. Your second recommendation, that placement and followup should be separated to ensure appropriate fulfillment of each activity, again, are you in fact saying that you want to establish categories for placement and followup? I asked Bob Van Tries that.

Mr. **Hanneman**. I don't know if that specific recommendation is being considered even within the State of Michigan. We have a few task forces that are looking at that to see what is the role of placement in the secondary and postsecondary school, and followup.

Followup is many times a matter of census-t[illegible]ng and is of little use for program planning.

But I think we are maturing in taking a look at the real role of placement responsibility in the school district.

Mr. **Steiger**. Thank you for your clarification on that.

Lastly, Mr. Chairman, to Dr. Barberi, you suggest a neighborhood youth corps and that work study ought to be more directly tied with the educational institutions.

Have I followed you correctly on that?

Dr. **Barberi**. Yes; that is correct. I short-circuited my last few remarks here.

Let me just read this.

> As the Congress has recognized, there are many youth and adults that need some type of subsistence income while training. Thus we have the work study and Neighborhood Youth Corps funds.

Unfortunately it is our experience that there are insufficient work study funds to have a significant impact. The formula needs revision to provide a more realistic funding level for such a vital component.

Presently it is our experience that the administration of NYC funds is very inadequate. There is insufficient accountability and a lack of long-rang planning.

Thus, I recommend that NYC funds be channeled into the educational sector. By so doing there would be available personnel that can be held accountable for the recruitment, placement, follow-up and educational upgrading of the youth.

That is my whole point.

Mr. STEIGER. You might get disagreement from my colleagues on that concept. I concur frankly with you that NYC just as an income transfer program may be of some value but very limited.

You have to provide something tangible, meaningful, in a skill sense.

Mr. Chairman, I want to compliment all the members of the panel for being willing to stay as long as you have and also for what you have contributed.

Thank you, Mr. Chairman.

Mr. MEEDS. I echo the sentiments of Bill Steiger. I share your enthusiasm for career education programs. I think as time goes by we are going to find that career education is going to play a much more important role than it does today. So keep at it.

Second, Carlo, I think you brought out not only the importance of the success of your program but that this ought to be a lesson. You can have your same old programs day after day after day and the Indians aren't going to pay any attention to it.

But if you have special programs and employ special techniques you are going to get Indian participation. And you are going to get success.

Dr. BARBERI. They have got a community center now, $310,000, being constructed. The Indians have been working out. They didn't get enough Federal dollars. So they hit one of the foundations for $70,000. When the floods receded in Pensylvania they got some trailers. So they are going to have a trailer camp now. They are going to have a community store now. You see, this thing has snowballed.

They are working for themselves. That is the thing that I think is important.

Mr. MEEDS. I appreciate your testimony.

Mr. QUIE. Pat, on the career education it is a concept rather than a program. Bob Van Tries indicated it is going to be a program separate from vocational education. Do you look at it as a concept or a program?

Ms. ANNS. We look upon it as a concept that can be integrated within—you find that many of the schools in Minnesota have done this. They have incorporated with language, social studies, or math, whichever discipline they happen to be working on. This has worked very well.

This helps the math class mold the child for future use in his career. I think this is the concept that must be developed out of the program.

Mr. QUIE. Mr. Barberi, you talked about a neighborhood youth corps and work-study program. A child has to have some work experience. Have you thought of how to make that an ingredient for all kids now when you look at the programs that are available at the secondary schools?

Dr. Barberi. I think that certainly a child should be introduced to the work concept at a very early age. He should know what his father is doing and try to dignify it no matter what the man is doing. Then the work concept for the mother too. About 60 percent of the mothers are working now.

So I would go along with career education as a concept and try to infiltrate the school system with that.

What Pat has been doing is to bring this career understanding along. One thing I recall. The Detroit school system has a program. Twelve girls went for a while to the Detroit Free Press. They went down there to the newspaper. The newspaper thought, "What are we going to do with those kids?" The experience was great on both sides.

Twelve kids could learn what the newspaper business was about instead of just from books.

At night instead of just looking at the lights of the city they could think of these children.

Mr. Chairman. I presume that what you are driving at is to get these youngsters at 11, 12, 13, 14, 15, 16, and 17, by the time they get up in high school involved in some work experience, actual work experience.

Mr. Quie. Everybody 15 or above ought to be able to do a job, something that would benefit the community so they could have that self-respect. But there is a period before that when they should just be getting their hands on some work, having that experience there, not just drop them at say 15 years of age.

To what extent do you think we could expand summer programs for kids to have summer jobs and can you relate that to programs in schools?

Dr. Barberi. There is a very good possibility of that. It should be a well thought out program, not just going out and digging a ditch somewhere, so they can draw a check for their needs. Young people today need money.

I would say very definitely that it should be given some thought.

Mr. Quie. Looking at the testimony of Dr. Hobbs that about 19 percent of the Federal money goes for postsecondary education or rather for secondary education in Michigan and in Minnesota it is an opposite situation.

Does it make any difference to you where the Federal money goes as long as you get the money?

Dr. Barberi. I would need more information. I wouldn't want to take an unfair shot at someone else's plan. We may be in a tie with Minnesota for all I know when you look at the dollars. I don't know enough about Minnesota.

But before I would take a jump I would take a real good look, to see if they are spending those dollars in a way that may be somewhat like Michigan's for all I know. There may not be that much to choose from.

That figure of limitation of 30 mills, that makes a difference too. When they say you can only spend so much then you have got to go back to the State. You have got to take a look at that.

Mr. Quie. What you are saying is that the total dollars make a difference in the school system rather than where the money comes from, whether State or Federal.

Mr. DUNN. I feel pretty much the same way. You are not too concerned where the dollars come from as long as they are there.

Mr. QUIE. There is no State construction money, is there?

Mr. DUNN. We have all sorts of categories, what has to come out of one or the other.

Mr. QUIE. How do you feel about this in Winona?

Mr. HEMSEY. I am somewhat familiar with the Michigan delivery system. It is strictly geared on the high school level.

Also, being born and raised in Wisconsin, my own appraisal, in Winona, we are talking two different types of approaches to vocational ed. I think both have their good points and have their weak points.

We also have to ask if the kid will be able to keep his job and advance on the job with these basic skills that you get in a high school program.

They wouldn't be coming back to MVTI if we had done an adequate job in the high schools. So we have to look at that. That is a factor. Are they being retained under a high school program compared to a postsecondary program?

You don't have the indepthness in high school programs. The kid might be unemployed 2 years later if the job is discontinued, whether it was offered in postsecondary or high school.

I do think the student has more chance of advancement and maybe demand higher wages from postsecondary training.

You are telling a kid he had better make up his mind as a junior in high school what he is going to be. I have never been able to obtain statistics on how many stayed in that particular trade I was teaching. I could find out from my own. But I couldn't find out from the other ones.

They find out, "Gosh, this isn't for me." So they have to be retrained, hopefully, on a career education concept.

Were you sure what you were going to do as a junior in high school?

Mr. QUIE. I knew what I was going to do but I changed my mind afterward.

Mr. HEMSEY. This is the point I am getting at. People tend to do this.

Mr. QUIE. You concentrate on that 2 hours a day in carpentry or machine work or whatever it is. You are spending time there to develop basic skills to put you on some level of employment. Some of them go on to postsecondary vocational. Some of them find that they are not advancing because they don't have any more skills. "I am not advancing because I don't have anymore skills. My pay is the same. I quit. I am unemployed. Now I am back."

I can see why you would like to see more with an associate degree from a 2-year institution.

It gives some feeling of security to a secondary school student.

If Bob Van Tries had his way 100 percent would have a marketable skill when they left high school.

My feeling is it doesn't matter whether it stays with them or not. It gives them a feeling of self-sufficiency. It gives them a different outlook when they go on to postsecondary education especially when they are in a 4-year institution, wondering what they are going to do, with nothing to fall back on.

Some of them get a college degree and still don't know what to do.

Dr. **Barberi**. If you have 14 or 15 kids in advanced building trades and they are building a house, which we have, if all those kids went to carpentry you would have so many carpenters around the place couldn't handle them. I don't worry about that. If we get three going into carpentry I am happy. The other 14 or 12 can learn the skill. I don't want them all to be mechanics. I don't want them all to be carpenters, just some of them, a percentage.

Mr. **Hemsey**. I agree. It does give security. It does give them job entry levels.

But if many of them won't stay at that job it means retraining. That is what I am talking about. This is why there is a waiting list in the postsecondary institutions.

Mr. **Quie**. Thank you very much.

Mr. **Hanneman**. I can speak from experience on secondary training in the metropolitan area. There is a multitude of jobs for a high school graduate. It does provide quick entrance and it is an economic factor within the whole community. So that is why we are secondary.

Mr. **Quie**. Good. Thank you.

Chairman **Perkins**. Thank you. You have been most helpful, all of you. We appreciate it.

Mr. **Quie**. Thank you.

There are two people who indicated they would like to say something if they had a chance to.

One is John Du Rand, who is with vocational education for the handicapped.

He has a statement right here.

The other one is Howard Peterson, Farmers Union Grain Terminal Association.

You first, John.

[Prepared statement of Mr. Du Rand follows:]

PREPARED STATEMENT OF JOHN DU RAND, MINNESOTA COMMITTEE FOR THE HANDICAPPED

Mr. Chairman: This position statement is presented on behalf of the handicapped of Minnesota and the Minnesota Committee for the Handicapped. My name is John Du Rand, a member. This statement is submitted to you as you consider the effectiveness of the 1968 Amendments to the Vocational Education Act of 1963.

In the declaration of purpose of the Act, it is stated, "The intent of the federal government is to grant assistance to the states to develop new programs of vocational education . . . to provide part-time employment for youths who need such earnings from such employment to continue their educational training on a full-time basis." The purpose goes on to state that it will serve those with special educational handicaps and those in post-secondary schools will have ready access to vocational training and retraining, which is of a *high quality*, which is *realistic* in light of the actual or *anticipated* opportunities for gainful employment and which is *suited to their needs*, interests and abilities to benefit from such training.

The members of the Minnesota Committee are aware of the accomplishments of vocational education in Minnesota and the current momentum. However, historically, there was no visible evidence of vocational education serving the handicapped of Minnesota, with the exception of co-op programs established in 1964–65 by MDTA, where state institutions and area vocational schools provided vocational training for the mentally retarded. In 1968, vocational education was again confronted with serving the handicapped because of legislation requiring the expenditure of 10% of federal funds received by the State for vocational education.

Minnesota now has programs with open admittance which are capable of serving some of the individuals with learning disabilities or other handicapping conditions who were previously excluded from vocational educational programs. We are concerned for the future due to the over 2,000 persons without realistic service as mandated in the 68 Vocational Education Amendments.

We find that although vocational education is delivering traditional services, there exists a special population (the most severely handicapped) who are currently, generally being excluded from programs. They are being excluded on the basis of their inability to benefit from current program offerings and not on a basis of their not wanting to work or lack of capacity to work. An example of this is our notification of a Guide Line from the U.S. Office of Education that states there would be no expenditure of funds for training persons for employment at less than minimum wage.

To fully understand their desire to work, regardless of severity of handicap, we must recognize the tremendous importance work plays in the value setting judgments of our current society. We can recognize this through the first two questions asked of anyone: "What is your name?" and "What do you do?" When we ask, "What do you do?", we do not mean for leisure time activity. We mean, what do you do in the sense of working or educational pursuit . . . what are you doing to contribute to society? In recognizing the need and rights of these handicapped citizens to achieve full status as contributing citizens, there must be adequate preparation to pursue a vocation that is acceptable to society.

Vocational education in Minnesota has, however, restricted its current activities in developing new educational opportunities for the handicapped through mainstreaming with support services to current vocational programs. Although they have opened up their area schools, supported vocational rehabilitation agencies and actively served individuals with handicapping conditions, such as deafness, lesser degrees of hearing impairment, speech impairments, blindness, partial sight, orthopedic disability, there are still many severely handicapped persons not receiving the benefits of vocational education. This is due to the constrictive view of legitimate occupational pursuits. Let me remind you that the USOE circulated a directive which in effect mandates that federal vocational education monies not be used to support programs for people whose realistic employment will put them in jobs paying less than minimum wage. Is it any wonder that the severely handicapped of Minnesota continue to be unserved. Minnesota vocational education programs are not realistic, not suited to the needs and not responsive to the actual or anticipated work opportunities for handicapped persons of Minnesota.

There are some individuals who are so profoundly disabled that to think of them going beyond sheltered employment to work activity within the next 10 to 15 years, is being more than just idealistic. There are other individuals with such severe physical involvement, through the disabling effects of Cerebral Palsy or injuries causing partial or total paralysis that the current occupations as defined by vocational education, cannot meet their needs. Vocational education must take drastic new steps . . . new steps that will result in the development of occupations that do not exist today . . . occupations of the future that will be able to accommodate the specific disabilities of these individuals. The Minnesota Committee feels that without a continuance of the Set Aside Program, that focuses on the urgency of need, vocational education might continue with complacency of accomplishments to date, thus resulting in a distortion of the tremendous growth rate Minnesota has experienced.

It is most important that vocational education be encouraged to look at its objectives and priorities and that it see the more severe the disability, the greater the need for the delivery of educational services. For, without those services, there can only be a minimal expectation for success of a very few of these severely handicapped individuals. We would hope that through a continued Set Aside Program, vocational education would assume an aggressive role in working with unions and industry to identify additional jobs so that the employment of these handicapped individuals would take place through the identity of other occupations. Through such efforts by Minnesota vocational education, handicapped persons not eligible for employment could become employable to the benefit of society as well as themselves. This program would also accomplish a reduction in the present dependency on sheltered workshops and social welfare service agencies, which rely on 80% federal funding, by the handicapped of Minnesota. These are the hopes of the Minnesota Committee for the Handicapped.

MINNESOTA COMMITTEE FOR HANDICAPPED PERSONS—A COALITION

Association of Residences for the Retarded in Minnesota
Council for Exceptional Children
Mental Health Association of Minnesota
Minnesota Administrators of Special Education
Minnesota Association for Children With Learning Disabilities
Minnesota Association for Hearing Impaired
Minnesota Association of Rehabilitation Facilities
Minnesota Association for Retarded Children
Minnesota School Psychologists Association
Minnesota Rehabilitation Association
Minnesota School Social Workers Association
Minnesota Society for Crippled Children and Adults
Minnesota Speech and Hearing Association
United Cerebral Palsy of Minnesota

STATEMENT OF JOHN DU RAND, MINNESOTA COMMITTEE FOR THE HANDICAPPED

Mr. DU RAND. I would like to identify a concern that the Minnesota Committee for the Handicapped has. That is, that we have two classes of citizens in this country. The one class holds a very low position. That is the severely retarded. Quite typically their educational services are relegated to a point where you become a recipient of welfare and not education.

I speak to this concern because I believe there is a severe need to work for all of us. If you stop to think about your everyday social activities when meeting someone the first questions he asks are: "What is your name" and "what do you do?"

Then they want to know what your leisure activities are. They want to know what you do to contribute to society. No matter how profound or severe the handicap there is a contribution that each one of these people can make if given the proper training and education.

There is a challenge ahead for vocational education to go outside of some of the traditional things we have done. There has been some experimentation in Minnesota where we have gone into industry to redefine jobs.

They might have four machinists and four assistants, all capable of running that machine, where the assistant is really a day laborer pulling materials off the line.

We have had that cooperation in redefining jobs. The problem is these incidents have been too few. We need to accelerate this type of program.

Across the board in Minnesota you will find that each one of the training and employment programs are 80 percent federally funded and 20 percent State funded.

On the other hand we look at vocational education. I believe we had figures today where it is 90 percent State and 10 percent Federal.

I would like to conclude by saying that the whole emphasis for the future has got to be on a continuance of effort.

Looking at the historical efforts of vocational education I can't in any way condone the idea of doing away with set-aside funds for the handicapped.

But at the same time I get an uneasy feeling because through set-aside programs many times these do become the ceiling or the maximum effort rather than the minimum.

Thank you.

Mr. QUIE. How do you account for the fact that on the Federal level and I think on the State too, the State legislatures draw strong support for programs for the handicapped and yet it is a struggle locally for programs?

If you have a handicap bill up in the House there is rarely going to be a vote against it.

Mr. DU RAND. But that bill amounts to nothing or mere tokenism. I think sometimes they are more damaging than a vote against.

I am afraid that we have been the guilty ones, the people representing the handicapped. We have come in with bills and financial packages that we felt that you would be willing to accept rather than what the real need is.

In Minnesota we are addressing ourselves to employment and work activity services for maybe 13 percent of the total.

So when you say we have support, we have support on a very funny level. The money still goes for welfare and not for training and employment. I don't feel very good about it.

Mr. QUIE. I guess about one-half percent of the money for the handicapped comes from the Federal Government, which is a pretty low figure compared to all the other areas of education.

Mr. DU RAND. Especially if we stop to consider some of the expenses like the deaf and the blind. Their education in Minnesota is not under the department of education. The department of welfare at a cost of $10,000 per student per year.

Mr. QUIE. Institutional programs?

Mr. DU RAND. Yes. You talk about one-half percent of the total expenditures going to the handicapped. It is a horrible percentage. It is deplorable.

Chairman PERKINS. We are trying to do much better in the Congress, let me say that to you. I feel confident that this will come about. You will see a different attitude in the next few years in all the States insofar as supporting the handicapped.

Mr. DU RAND. I would think that one thing you might consider when they talk about a needs assessment in putting together a plan that the severely handicapped are so poorly served in all States, I would be willing to wager that you couldn't get a count on any of the 50 States as to how many severely handicapped there really are. That is how marginal the services are. We don't even know how many, what the disability is or where they are.

Mr. QUIE. Mr. Peterson?

[Prepared statement of Mr. Peterson follows:]

PREPARED STATEMENT OF HOWARD W. PETERSON, FARMERS UNION GRAIN TERMINAL ASSOCIATION, ST. PAUL, MINN.

Mr. Chairman: Farmers Union Grain Terminal Association, St. Paul, Minnesota, is a cooperative engaged in the marketing and processing of grains, the manufacture of feeds and the distribution of building supplies. It is owned by and serve over 190,000 farm families, mainly in North and South Dakota, Minnesota and Montana.

Each year GTA and its affiliated local associations have a need to employ many young people who have had the benefits of vocational training in a great number of agri-business jobs. Unfortunately, we are not able to obtain an adequate number of young people with the necessary technical training. And we are convinced that there are thousands of young men and women who could find great job satisfaction and success if they could be given more encouragement and opportunity in vo-tech training programs.

We urge that vocational education programs be improved and expanded in high school, technical colleges, state colleges, junior colleges, veterans' agriculture training, and adult farm management.

We support the strengthening and expansion of the 1968 Vocational Act and the 1972 amendments to that act. Vocational training, both at the high school and post-high school levels, offers one of the outstanding means to develop the human resources of our region and the entire nation.

Farmers Union Grain Terminal Association, on behalf of its cooperative members will look forward to providing additional supporting data as the investigation of the subcommittee continues.

STATEMENT OF HOWARD W. PETERSON, FARMERS UNION GRAIN TERMINAL ASSOCIATION, ST. PAUL, MINN.

Mr. PETERSON. Mr. Quie. Mr. Chairman, members of the committee, I am Howard Peterson, public relations specialist for Farmers Union Grain Terminal Association.

I have a prepared statement. But I would like to speak to some other things that are going on.

At Farmers Union Grain Terminal 4 years ago I was charged to set up a training program for GTA. We operate in four States, employ 3,200 employees and do about a billion dollars a year business. So we are not exactly small.

Our training program recognizes only 2-year tech people or an associate arts degree or a 4-year program.

We need more and more young people to enter into the agribusiness part of the economy in the Northwest. We are not having enough trained.

I made a quick survey just the other day of the schools in Minnesota. I interviewed students from Western Wisconsin Tech all the way out to Montana. That is my job, interviewing, getting students into the program.

There are about 19 students at Western Wisconsin. The program at Austin has been discontinued. Jackson had about 8. They are not filling up. What the reasons are I don't know.

I am happy to say that the ag production classes are really filling up because the entry back into farming is bigger than it has ever been. But we are not getting filled up classes in agribusiness.

They will need 1,000 a year. Up to 3,000 they will need to have for entry into agribusiness. So we are looking for whatever it takes at the high school level to get these young people, men and women, into agribusiness so they can move up into midmanagement because the 2-year program people move up to midmanagement.

We need them. They are good paying jobs.

I am on an advisory committee of 10 or 12 schools in the Northwest. So I get in one the gut issues of what is going on setting up new courses and all these things with these schools.

So I am acquainted with the people in the Northwest in the school system.

I believe I am the only man from industry here today. Everyone has been on the delivery end of education, talking to education. We are on the end of receiving. We need more of these people.

We need more of the courses that will fit into a program in agribusiness.

I see a continuing kind of education for all people, adult education especially on the farm. It is going to need retraining programs, strengthening of the Veterans Act programs.

I am interested in all of these because I have worked in the last 26 years with GTA.

We are building a new extra-large facility in Winona. We ship through Washington. We just need more people.

How do we get them interested? The pay is there. I think we need to go to the school system so that the young people will understand that there are openings in the agribusiness field.

Ten years ago I made 150 speeches one year at the high school level, talking about production agriculture. I was virtually laughed at. Well, it is catching on now. The classes are getting filled up, for agriculture production.

Mr. STEIGER. You have got a good spokesman in Dr. McDowell.

Mr. QUIE. Doc McDowell was over in Wisconsin making the same point that you were here.

Mr. WHITING. I am Ralph Whiting, representing the Minnesota Farmers Union, taking the place of Sy Carpenter. The testimony has been delivered. I hope you will put it in the record.

Mr. QUIE. Without objection it will be admitted.

[Prepared statement referred to follows:]

PREPARED STATEMENT OF RALPH S. WHITING, MINNESOTA FARMERS UNION, MINNEAPOLIS, MINN.

Mr. Chairman: The Minnesota Farmers Union represents 21 thousand farm families and rural people in the State of Minnesota. The Minnesota Farmers Union reflects the concerns and needs of the farmers of this state with concerns for the aged, the handicapped, the young people, and the adults. We represent these farmers in matters of national consequence and have an intense interest in all aspects of education for farm people. We are primarily concerned that the programs of education are designed to maintain the aggressiveness, the competence, of our farm families and the production of food and fiber that they manage.

The Minnesota Farmers Union recognizes the broad implications and impacts of decisions made in reference to agriculture and rural American upon all segments of American society. Therefore, we seek aggressively equitable programs of education to continue to strengthen all of society.

The Minnesota Farmers Union does not intend, at this time, to make specific legislative recommendations. We hope to have the opportunity to review the variety of suggestions and recommendations made by many groups during the coming months. We would appreciate an opportunity, at a later date, to furnish the subcommittee with specific information, reports that would assist the Congress in making legislative decisions on programs that will work effectively and reach those that need them the most.

The Vocational Education Amendments of 1968 have been extremely effective in improving and expanding vocational education. Even though the appropriations have never reached the levels that authorizing legislation anticipated, progress of vocational education has been extraordinary. We are especially proud of the vocational activity in Minnesota. Our exposure to national programs would indicate to us that agricultural vocational education in Minnesota is far ahead of most states. We would like to take this opportunity to call the Congressional attention to the superb leadership in Minnesota in these programs.

The Minnesota Farmers Union believes that there is nothing basically wrong with the present legislation; however, some revision is certainly needed to improve and strengthen the legislation to assure that it is more fully implemented under the intent of the law and to encourage more adequate funding. We would also suggest that by increased emphasis in implementing fully the 1972 Educational Amendments, many of the problems that we currently face could be resolved.

There are certain aspects of the 1968 Act that we would like to call your attention to where we believe that strengthening or maintenance is essential. The areas of specific concern to which the Farmers Union feels the Subcommittee should give special attention are as follows:

(1) *State Plans.* Our interpretation of the 1968 Act is that it is designed to specifically identify the needs of all of the citizens of the State of Minnesota in relationship to job opportunities whether they be skill-oriented or professional based on a concentrated evaluation of industry needs, both on a short-term and long-term basis and that these total needs be identified and priced from the local level, through the state administration, and to the Congress of the United States. Recognizing that such a price tag would be impractical, we recommend nonetheless that it be made, thus giving the State of Minnesota and the Congress the opportunity to be thoroughly acquainted in one administrative charge with the needs, the stress of those needs, and the implication of fulfilling those needs upon both state and national policy. Our interpretation then indicates that the Congress or the state would be able to establish practical priorities for actual funding based upon the identification made in the plan. This does give an opportunity to determine who will not be served. Such an opportunity would be valuable in that it can also be justified with factual information based on national and state policy. Once those needs by priority have been determined, allocation of funds can be made on a more reasonable and equitable basis. We believe that the section relating to state plans is very specific. We would recommend strengthening this section because the United States Office of Education must hold the states accountable to those specifics. We would suggest and state that the plan for educational services is a management plan, not fiscal documentation.

(2) *Pre-Vocational Education.* The Minnesota Farmers Union would recommend that legislation should strengthen pre-vocational or exploratory education as a total part in the career education concept. However, we would recommend that career education and exploratory education should be incorporated into all educational systems and, therefore, needs the cooperation, input, and administration of all educational units within the state. Legislation srengthening this position, as well as fundings to support it, is essential.

(3) *Teacher Education.* We would recommend that the Subcommittee pay particular attention to legislation involving the education of teachers at a variety of levels or at all levels. There is a danger of ignoring this portion of the Act simply because of the hue and cry of many people that there is an excess of instructors. This is not true in vocational education, nor is it true in the instructional process of existing teachers regarding career and other pre-vocational training efforts. The State of Minnesota currently faces one of the most dramatic teacher shortages that it has had in many years. This shortage is not new; it has been getting progressively more serious each year. For example, the growth in agricultural education enrollments has been quite consistent. Yet during the coming school year, Minnesota has approximately forty vocational agricultural teacher jobs waiting to be filled. All of the available supply of teachers has currently been placed, and unless a miracle of some sort takes place, we estimate that thirty-five existing programs will go without instructors.

(4) *Categorical Funding.* The Farmers Union believes that there are certain specific national priorities in vocational education which must receive a continued emphasis. We are aware of the shortage for services to the handicapped. Categorical funding, with mandatory state matching funds, is essential to see that these people who have a small voice are heard and properly served. We would recommend that serious consideration be given to the maintenance of the categorical aid sections of the law, with specific emphasis on the education programs which affect those groups listed in Title I, Part A, of the Act:

"Those who have already entered the labor market but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in postsecondary schools—will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ablity to benefit from such training."

This portion of the Act relates specifically to what we in Minnesota call adult education. The Minnesota Farmers Union is especially concerned regarding continuing education for its farm people. We currently have in adult training programs for farmers 7,360 farm families, involving approximately nine thousand people. These programs are of a quality that is second to none.

The economic improvement to farmers and rural Minnesota is well documented in terms of return on the investment. Yet as vocational funds are squeezed, these programs are the first to be either limited in their growth or dropped. The demand on the part of Minnesota's farm citizens is supported aggressively by Minnesota business and industry. For example, in the 12-month period from September 20, 1972 to September 20, 1973, local and state monies expended upon those programs, veteran farm cooperative, and adult farm management amounted to $2,369,000 providing a documented net return to the rural communities in Minnesota of $24,570,000. Yet without a state or national policy regarding the re-training or continuing education for its working and professional people, these essential programs are allowed to suffer. We would recommend that specific categories relating to adult education, and specifically to agricultural adult education, be identified in a revision of the 1968 Act, designed to encourage and expand educational services in this area of great, but unmet needs. This would serve to strengthen the purpose of the Act and service to many of our rural and metropolitan disadvantaged.

(5) ***Funding.*** In light of the change in direction for state planning and in anticipation of the strengthening of the Act regarding planning, we would recommend that the Congress consider favorably forward funding as well as full funding for expanding vocational programs.

(6) *Advisory Councils.* The Minnesota Farmers Union's members are active participants in advisory committees and councils throughout the state. Our members appreciate the opportunity to become involved in the governance of the educational institutions by serving as an "auditor" and an "evaluator of vocational programs. The recommendations coming from such councils and committees serve to maintain educational relevance to community and citizen needs. We recommend that the portion of the Act referring to advisory councils be strengthened in that it require specific responses from the administration regarding its recommendations, citing specific reasons for not accepting the recommendations of the councils. We suggest that the legislation regarding advisory councils take into consideration the portions of the 1972 amendments, which strengthen and broaden their advisory and evaluative capacity and that they be retained as a citizen Council made up of a high percentage of citizen members with representation equally allocated to the various citizen groups, including agriculture.

We further recommend that councils maintain their essential responsibilities outlined in the 1968 Act and the 1972 Amendments; and that they maintain their total independence of state administrative agencies.

Finalizing our statement, we would like to call your attention to the concerns of Minnesota's farmers for what is evidenced as a decline in agricultural education emphasis. We suggest that if the redevelopment of rural America is to be implemented as per the administration's concerns, that the economic implementation must begin with the improvement of rural income.

The Minnesota Farmers Union through independent studies, the State Department of Education through a research project, as well as a variety of other organizations, have thoroughly documented the cost-benefit ratios of vocational education. We believe, as a result of that documentation, that an expansion of programs relating to agriculture at all levels will serve to eliminate the great amount of economic depression in rural America. Minnesota, during the coming year, has projected that there will be excess job openings in rural agri-business for over five thousand trained technicians, plus approximately nine hundred new farmers. Training programs in Minnesota will graduate a projected six hundred students to fill both categories. The balance of them will go unfilled or inadequately filled.

We would appreciate an opportunity to express to the Subcommittee detailed information regarding these concerns. The Minnesota Farmers Union will continue to document the needs of Minnesota agriculture and look forward to having the opportunity to present this information to the Committee.

We appreciate this opportunity to have our concerns noted.

Mr. QUIE. Does anybody have any questions?

Everybody is thinking of getting out to the airplane.

Mr. PETERSON. I know that.

Mr. QUIE. Thanks a lot.

[Whereupon, at 4:10 p.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

[Additional material to be included in the record follows:]

STATE OF MINNESOTA, DEPARTMENT OF EDUCATION,
St. Paul, Minn., July 19, 1974.

Hon. CARL D. PERKINS,
General Subcommittee on Education,
Rayburn House Office Building, Washington, D.C.

DEAR REPRESENTATIVE PERKINS: This letter is in reference to the public oversight hearing on the Vocational Amendments of 1968 conducted in Bloomington, Minnesota on July 13th.

My observation deals specifically with the questioning directed to Mrs. Thompson, State Advisory Council Chairperson, at the close of her testimony. The Committees questions revolved around the theme that if the Council is dissatisfied with the State Plan they should withhold the sign-off, thereby depriving the state of federal dollars.

Having already provided my testimony and having discussed the role of the Advisory Council earlier, I did not think it proper for me at the time to insert myself in the discussion, but I believe the assumption on the part of both the Committee members and the Council was contradictory to the portion of the law establishing the Advisory Council. I think this difference is of such major import that note should be made of my position.

The law in no way gives the State Advisory Council anything but advisory powers and is advisory to the Congress, State Board and to whomever else the Council in its judgement feels inclined to advise. They may evaluate at whatever level of involvement they desire—policy or operational since they are independent. They are not required, unless they decide to do so, to advise on such low-level decisions as transfer of limited resources to meet the needs of one group rather than another. This may place them in an unpopular situation of having to advise on controversial and critical decisions. They are free, however, to evaluate these decisons after the fact. The sign-off under discussion is a statement to the effect that the Council has had the *opportunity* to consult, be consulted, and provide input to the State Plan. If the Council has had this opportunity it is my contention that whether they like the Plan or not, or whether they have made use of the opportunity, is immaterial in the sign-off process.

As Mrs. Thompson indicated at the hearing we do accept some of the Councils input and we reject some input—especially that over which we have no control, such as required content and format. If the Council has powers exceeding this they become an administrative board. In the morning session the Committee indicated the State Advisory Council had a responsibility to Congress, therefore I would view expansion of the State Advisory Council powers as indicated in the afternoon exchange as an effort by Congress to create an administrative board at the state level responsible to the Congress.

In the morning session I made reference to the U.S. Code dealing with Advisory Committees. I realize that the Code as it exists would be impractical if applied to State Advisory Councils, but I think the principle is legitimate and should be considered.

Our problem may be unique in the 50 states, but if it is, such uniqueness may be temporary. I support the idea of having an independent Advisory Council but I do not support the idea of having an independent, free floating Advisory Council. Probably no group in education has worked with advisory groups as long as have vocational educators and one of the cardinal rules has always been that you don't advise yourself, therefore, you don't vote as a member of your own advisory committee. We do have examples in this state, however, of state legislated advisory groups in which consultation and coordination is assured by designating in the committee membership an ex-officio non-voting member from the agency concerned. One example is the State Advisory Council on Apprenticeship Training. Having served on that Council a number of years ago and having designated one of my staff members as the ex-officio member in recent years, I can support such an arrangement. I have discussed this with other State Directors and they seem to be divided as to whether this can be done with respect to the State Advisory Council. The regional office seems inclined to believe that it can.

This has safeguards for the Council as well as the agency. Our contention is that the oversight hearing document produced by the Council has numerous nonfactual statements which should have been eliminated.

I feel, in fairness, I should also come to the defense of the regional office. I hold no brief one way or the other for regionalization of USOE. The USOE has been in such chaos for the past decade that centralizing it or decentralizing it isn't worth wasting the time needed to form more opinions. My opinion was expressed in the 1971 testimony referred to last Saturday. In 1971 I suggested the time was past due for the creation of a Department of Education and Labor.

I only want to point out to the Committee that the answers given to the State Advisory Council by the regional representatives are given verbatum and in quotes while the questions asked are in every instance editorialized. This may or may not be fair to the people quoted. We were not present so we don't know. I suggest, however, that recent developments in Washington should indicate a danger in shaping questions to fit answers rather than answers to fit questions.

As I indicated in my testimony we were very pleased that the Committee came to Minnesota and I regret the visit was so short. I would extend an invitation to any member of the Committee to come out and actually visit our programs, particularly some of the new and innovative programs established under the Vocational Acts for our Native American population.

Cordially,

ROBERT P. VAN TRIES,
Assistant Commissioner,
Division of Vocational-Technical Education

MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION,
Saint Paul, Minn., July 17, 1974.

Hon. CARL D. PERKINS,
Chairman, General Subcommittee on Education, U.S. House of Representatives, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: First let me comment on behalf of the Minnesota State Advisory Council for Vocational Education to express appreciation to you, Congressmen Meeds, Steiger, and Quie for holding an oversight hearing in Minneapolis.

Responsive to the question and answer period Saturday, I am enclosing what I hope will be supplemental information which calls specific statistical information to the type of voids in people services we alluded to. I believe also that the testimony of our Council, as provided by the answers to the 76 National Advisory Council for Vocational Education's questions, further supports our position.

In addition, I think our Council could no more eloquently describe the frustrations felt by many citizen groups than did George Goodwin speaking for the Indians of Minnesota. I also believe that the concerns expressed for the Farmers Union Grain Terminal Association over the lack of an adequate supply of qualified agri-business technicians and support personnel, also, gives vocal evidence to our Advisory Council's concerns.

Let me also make one other clarification on my testimony on Saturday. Your Committee asked what more authority could our Council have than the right to refuse to sign on to the state plan, and therefore, cause Minnesota to lose its federal aids for vocational education. We have been told, both by the state administration, the National Advisory Council, and the United States Office of Education representatives that the current language of the law provides that the Advisory Council must be consulted by the state agency preparing the plan. There need not, and has not been in Minnesota, agreement on the thrust of the plan. Under the rules and regulations which we have been presented, we are allowed only to testify to the fact that the administrative agency has asked our opinion. I am sorry that I was not prepared to respond more directly to the Committee when this question was posed on Saturday.

Let me close by suggesting that the Minnesota State Advisory Council for Vocational Education has a continuing interest in how federal legislation is to be framed in 1975. In our state—and probably in many others—statutory basis for vocational education hinges on the assistance and direction of federal programs. We would welcome the opportunity to provide a resource to you and/or your Committee in the coming months as you draft revisions in Public Law 90-576 and, hopefully, provide for the implementation of Public Law 92-318.

Thank you again. If the enclosed information does not give you what you need for the Committee record, please do not hesitate to let me know what additional information is needed.

Sincerely yours,

DOROTHY THOMPSON,
Council Chairperson.

Enclosure:

QUESTIONS

(1) What can Congress do to strengthen the role of Advisory Councils?

(2) How effective has needs assessment been in your state?

(3) How effective is vocational education in meeting the needs of the disadvantaged, handicapped, and women of your state?

(4) What can Congress do to help vocational education meet the needs of the handicapped and disadvantaged?

(5) How large a part do private vocational schools play in the vocational education system in Minnesota?

(6) How effective do you think the integration of career education and vocational education would be?

(1) WHAT CAN CONGRESS DO TO STRENGTHEN THE ROLE OF ADVISORY COUNCILS?

PL 90-576 gave Advisory Councils the responsibility to "advise" and "evaluate" vocational education planning and programs. This Council has difficulty with the practical application of that responsibility. Without legislation providing for hearing and appeal, there is no possibility of ensuring that the State Board give adequate consideration to Advisory Council proposals.

The Minnesota Advisory Council has, through its evaluation statement directed itself specifically to issues within the competency of the state administration. In light of our experiences in advising and evaluating, we recommend strong enforcement legislation. Please see Page 4 of our Oversight Testimony for further comment on this subject.

We also recommend that Congress specify a 60-40 ratio of non-educators to educators on Advisory Councils. While we recognize that educators are a necessary part of Advisory Councils and provide expertise and a knowledge of the system that is needed by non-educators, we feel that greater representation should be accorded to non-educators who are not a part of the system and can take a more objective view of education. Please see Page 2 of the Oversight Testimony for further comment.

(2) HOW EFFECTIVE HAS NEEDS ASSESSMENT BEEN IN YOUR STATE?

The Minnesota State Advisory Council for Vocational Education has found that actual needs assessment has not been utilized in Minnesota. Rather than documenting the actual needs of the citizens of Minnesota, the state administration has used the dollar amounts available to determine what the "needs" are. When asked what effect the regulations, guidelines, and management practices of USOE and the regional offices have on the planning process in Minnesota, the state agency responded:

"There is no question in our minds that the Plan information is inadequate for an accurate judgment in regard to the goals and priorities established within the plan. The Plan is also totally inadequate in communicating the accomplishments of vocational-technical education services to the state. The lack of specific documentation and detailed information is by intent. The Plan is prepared to the precise guidelines defined by the U.S. Office of Education. It is our aspiration to provide the U.S. Office of Education with sufficient information to obtain their approval of the State Plan."

When asked if the requirements result in an understatement of the needs and of the resources that would be required to meet those needs, the state agency responded:

"The law would imply that it is implicit that the state identify all possible vocational-technical education needs. However, to do so would expend considerable effort in identification without resources available to meet the needs. Therefore, the actual policy has been to allow the states to conduct planning within a real estimate of available resources. Thus, the result is in fact an understatement of the need, but yet one that is practical and usable."

(3) HOW EFFECTIVE IS VOCATIONAL EDUCATION IN MEETING THE NEEDS OF THE DISADVANTAGED, HANDICAPPED, AND WOMEN OF YOUR STATE?

The Minnesota State Advisory Council for Vocational Education feels that Minnesota needs a great deal of improvement before it can even begin to meet the needs of the handicapped and disadvantaged. The following are just a few examples of where Minnesota is failing in this area:

A. In 1973, there were 19,213 students enrolled in area vocational technical schools. Of these, only 307 were minority students.

B. Detroit Lakes AVTI, which is on the edge of the White Earth Indian Reservation and has only 28 Indian Students, wrote letters to various individuals and organizations (including the MSACVE) soliciting applicants for 50 open spaces in their Fall 1974 class.

C. A study done by the Minnesota Farmers Union, prompted by PL 92-540 which provides education benefits to Vietnam Era Veterans, determined that neither the Minnesota Department of Veterans Affairs, the Division of Vocational Education, nor the Department of Manpower Services had knowledge of the number or location of veteran farmers. The study also showed that while adult farm management programs were serving 1,033, there were 2,013 additional veteran farmers on waiting lists for training. There are an additional 6,000 eligible for this training.

D. In 1972, the national average percent of expenditures in vocational education for target groups was 11.1 percent for the disadvantaged and 2.5 percent for the handicapped. Minnesota spent only 5.7 percent of its funds on the disadvantaged and 2.2 percent on the handicapped.

E. A 1973 study done by the Division of Vocational Technical Education showed that in the AVTI's there were no minority directors, counselors, or librarians. There were only three full-time professional, non-teaching minority staff. Out of a total of 1,691 instructional staff members, there were 41 minority instructional staff members. Other figures include:

Consultants, 14 total; 7 minority.
Clerical staff, 265.5 total; 4 minority.
Custodial, 199 total; 3 minority.

F. In a two-year study of women in vocational education, this Advisory Council found that vocational education serves to perpetuate the traditional female role in our society. While 37 percent of the students in AVTI's are women, nine out of every ten women are enrolled in such "woman-dominated courses as home economics, health occupations, home making, and clerical programs. This we have found, has been encouraged by the recruiting and counseling practices of the AVTI's. May I also add that in the Division of Vocational Education there is one woman in a policy-making position. All of the AVTI directors are male.

G. This Council has had called to its attention examples where depletion of federal funding for programs of the handicapped have resulted in their termination.

(4) WHAT CAN CONGRESS DO TO HELP VOCATIONAL EDUCATION MEET THE NEEDS OF THE HANDICAPPED AND DISADVANTAGED?

First and foremost, Congress can perpetuate the set-asides for handicapped and disadvantaged. Second, it can require state and/or local matching of the set-aside funds. At present, federal funds set aside for the handicapped and disadvantaged do not need to be matched. As a result in Minnesota in 1972, the funds expended per enrollee were:

Disadvantaged, $192.10 Federal, $136.80 State/local.
Handicapped, $140.43 Federal, $97.58 State/local.

Congress should adopt the principle for Vocational Education that it adopted for Vocational Rehabilitation in PL 93-112, that of a priority in program services for those more severely handicapped or disadvantaged.

Congress should also strengthen the federal administration by mandating that the policy and management levels of the USOE staff include persons knowledgeable and sensitive to the problems of the handicapped and disadvantaged. In this way, USOE can serve as an example to state and local administrations.

(5) HOW LARGE A PART DO PRIVATE VOCATIONAL SCHOOLS PLAY IN THE VOCATIONAL EDUCATION SYSTEM IN MINNESOTA?

The position of the state administrative agency is:

"The State Board does not individually contract with private vocational training institutions. Individual districts conducting vocational-technical training classes are allowed to contract with private institutions. Where economics and quality programming can be obtained through private institutions, the local districts are encouraged to participate. Because this is a local decision, the private institutional activity does not appear in the federal reports. In those programs where the Division has had a more direct involvement, such as MDTA, private contracting has been more pronounced."

This Council, in order to respond to this question, asked the Minnesota Association of Private Trade Schools to record their experience level. The following tables suggest their responses, which also provides a comparison of private vocational program use by vocational education, vocational rehabilitation, manpower development training, and other related programs:

Year	Vocational education [1]	VR	MDT	Other
1969	0	13	15	108
1970	0	10	15	40
1971	0	12	15	43
1972	0	47	22	47
1973	0	47	14	24
Total [2]	0	170	176	30

[1] Through local education agencies or State contracts.

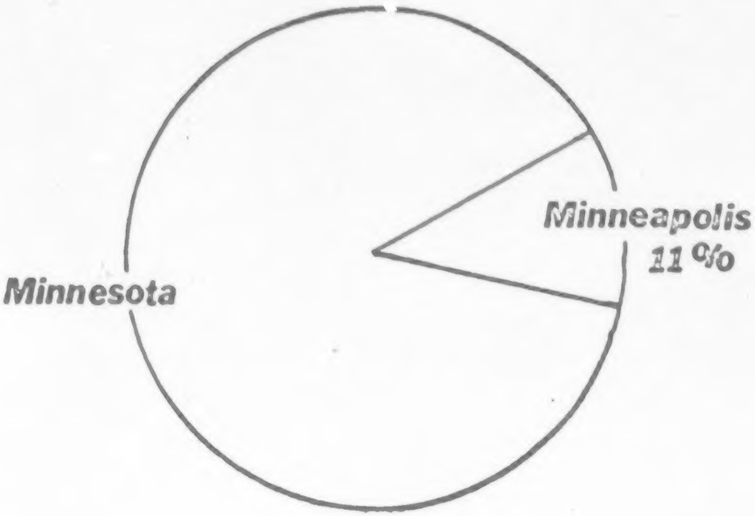
[2] Some school responses indicated totals that were not distributed by year.

(6) HOW EFFECTIVE DO YOU THINK THE INTEGRATION OF CAREER EDUCATION AND VOCATIONAL EDUCATION WOULD BE?

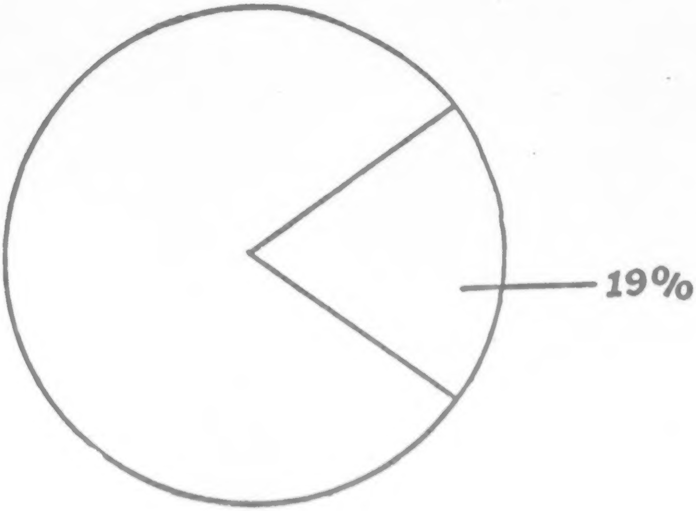
Career Education is now looked on as the ugly stepchild of the educational system and nobody knows quite what to do with it. Current proposals are to merge career education into vocational education, both in terms of funding and administration. Career education should be a function of all education. To push it off into vocational education ignores the fact that career education should reach all students, not just those entering vocational education.

The idea behind career education is that 90 percent of the students in school today will become members of the labor force, and they should be made aware of the vast variety of options open to them—both through vocational and higher education. To put career education solely under the purview of vocational education in funding and administration is to cheat both those people to be served by career education and those served by vocational educaton.

POPULATION



Broken Homes



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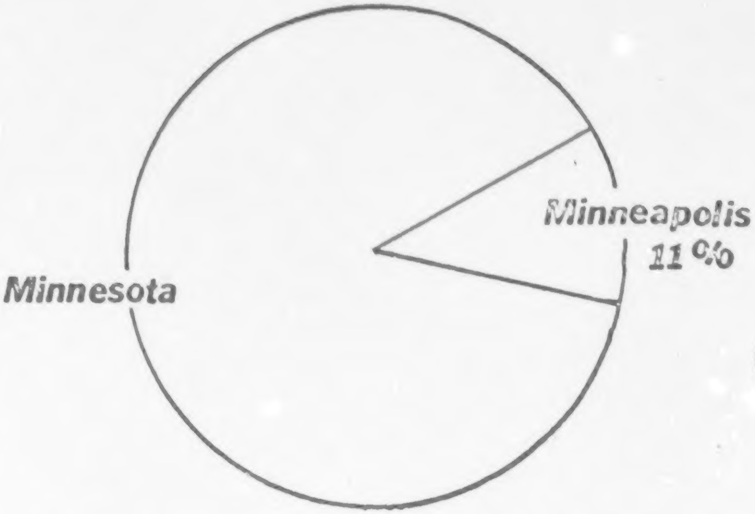
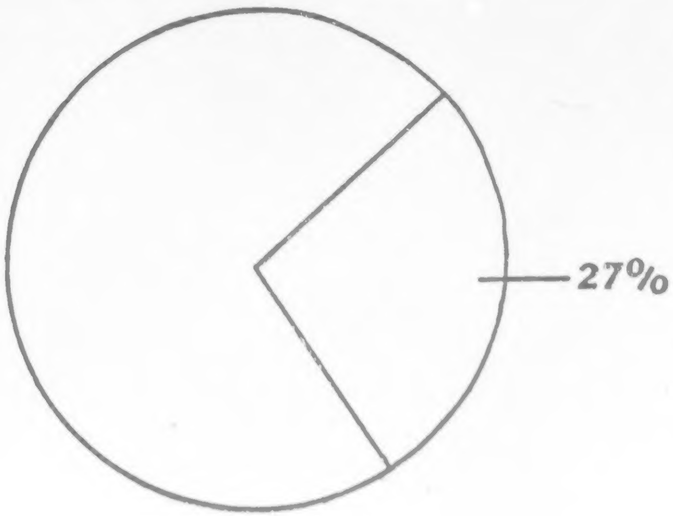


Divorces/separations



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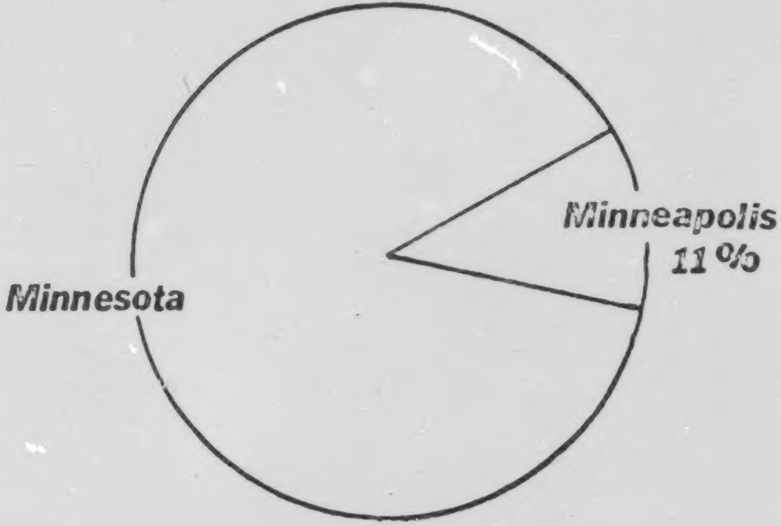
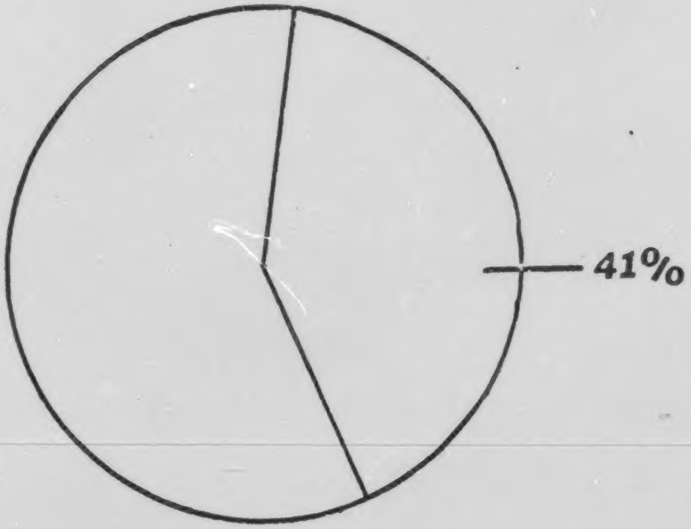


Non-white Population



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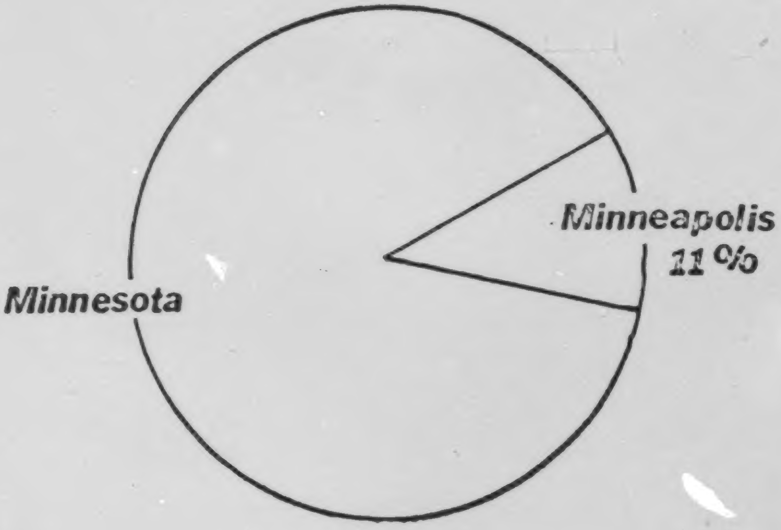
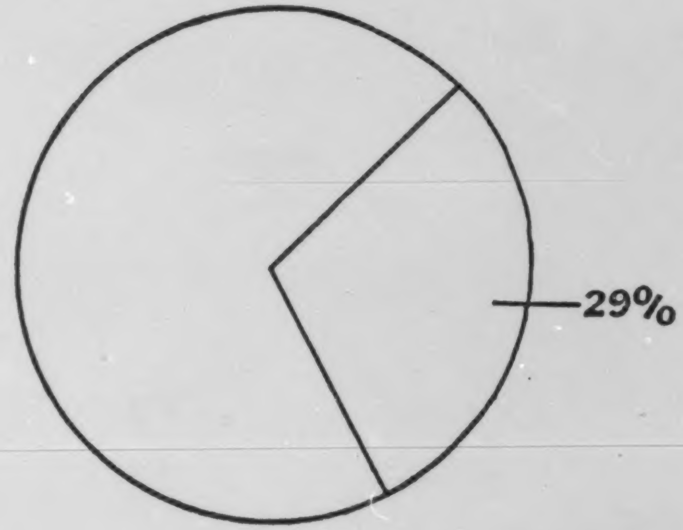


Welfare Recipients



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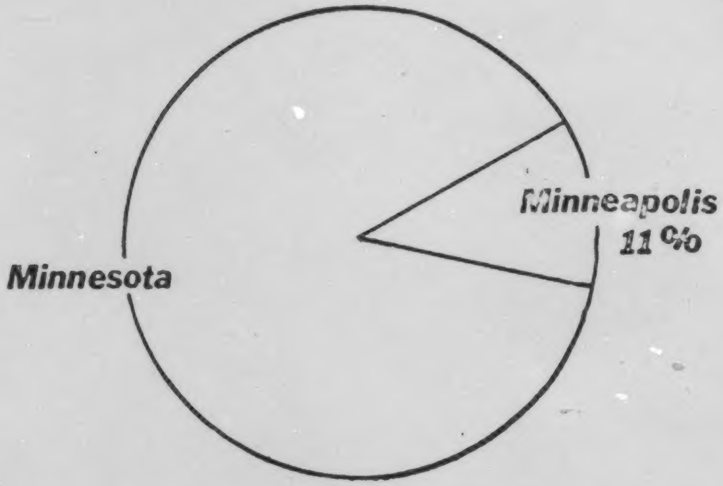
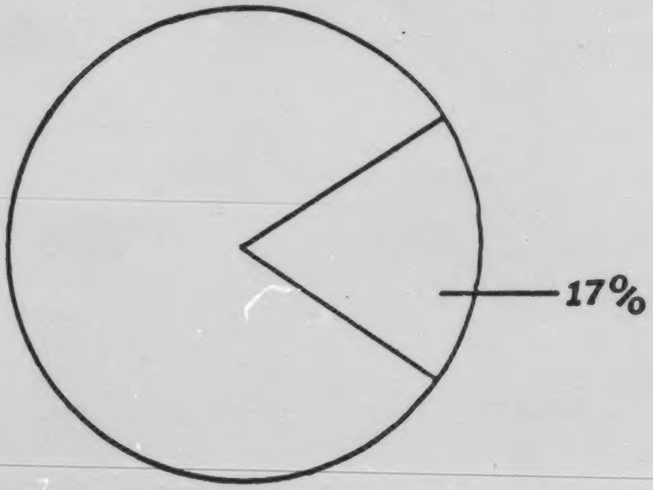


18-24 Year Olds



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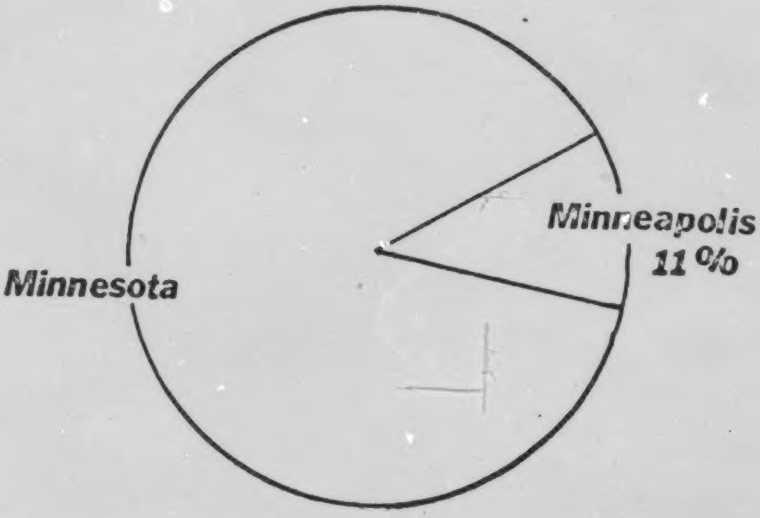
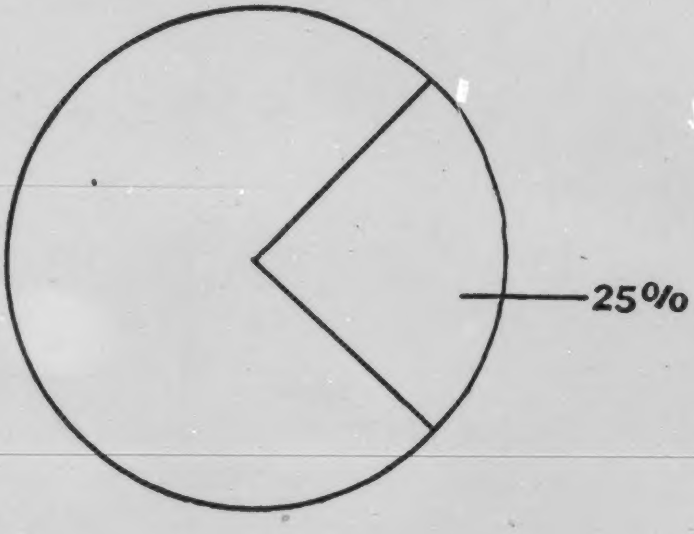


High School Dropouts



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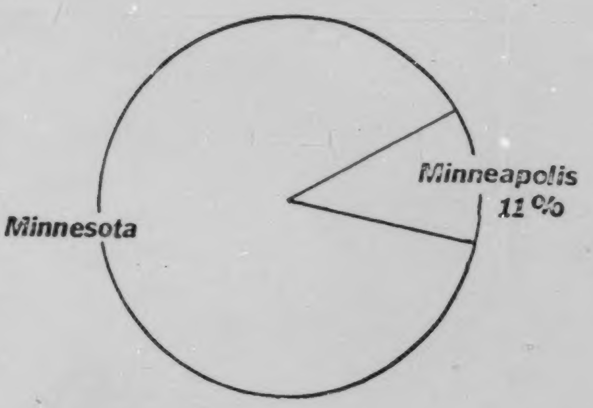
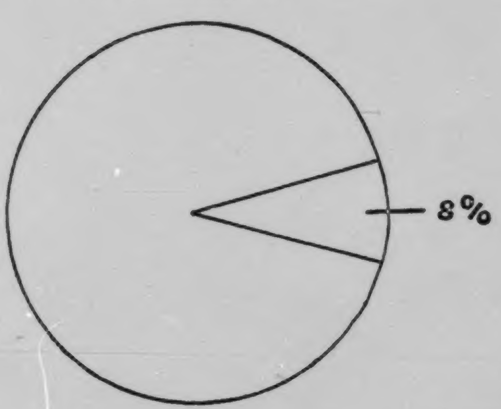


% of Minnesota's Federal Vocational Education Dollars to Minneapolis



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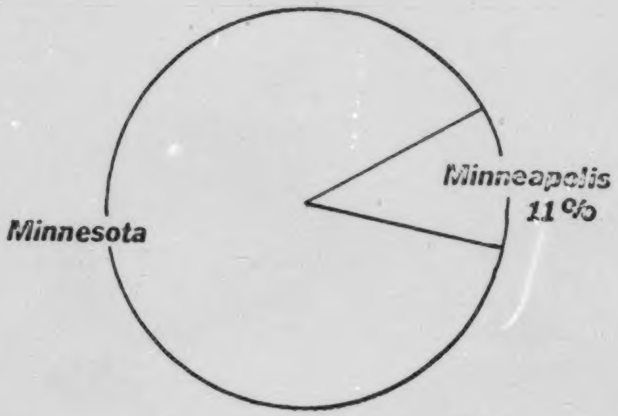
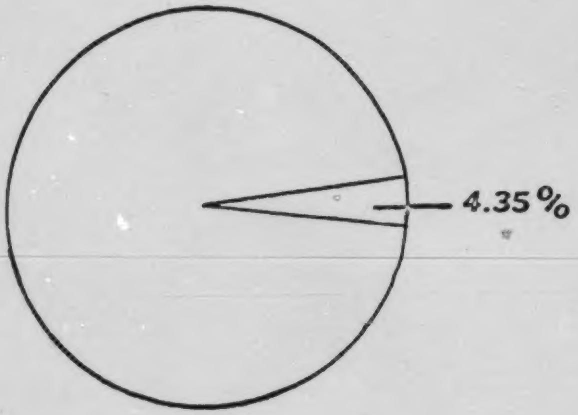


% of Minnesota's State Vocational Education Dollars to Minneapolis



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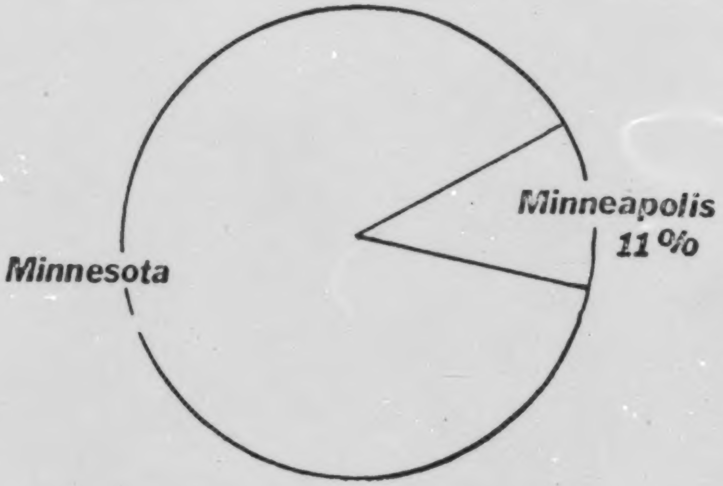
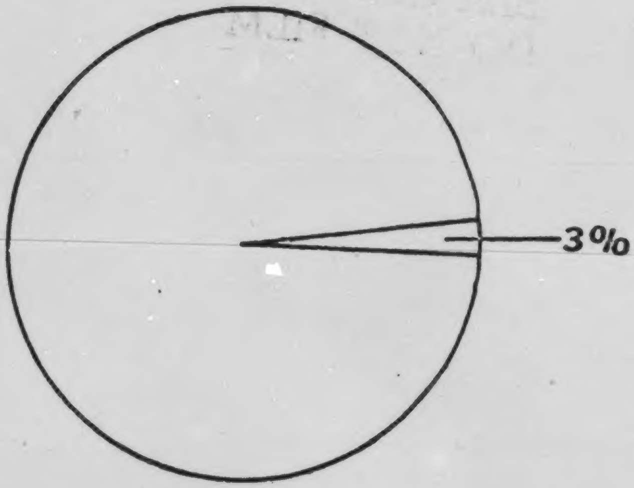


Post-Secondary Vocational Education Program



VOCATIONAL EDUCATION AMENDMENTS OF 1974

WEDNESDAY, JULY 31, 1974

House of Representatives,
General Subcommittee on Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 1:45 p.m., pursuant to notice in room 2175, Rayburn House Office Building, Washington, D.C., the Honorable Carl D. Perkins (chairman) presiding.

Present: Representatives Perkins and Quie.

Staff Present: Jack Jennings, counsel; Eydie Gaskins, special assistant; Charles W. Radcliffe, minority counsel.

Chairman Perkins. The General Subcommittee on Education is resuming hearings today in Washington on H.R. 14454, a bill to extend the Vocational Education Act of 1963 through fiscal year 1980.

The subcommittee has already conducted three very fruitful days of field hearings in North Carolina, Wisconsin and Minnesota, and is planning further field trips later in the year. We also had a hearing here in Washington on May 6, when we received testimony from a number of youth organizations.

It is my hope that after extensive hearings this year, the subcommittee will report a bill early next year to renew and improve the Vocational Education Act of 1963. I am looking forward to our testimony today, and to the rest of our testimony in these hearings, for ideas and suggestions on how to improve the act of 1963 and the amendments of 1968.

It is also my hope that from our hearings this year we will be able to generate sufficient support in the Congress to double the Federal appropriations for vocational education within the next several years. I believe that this is a realistic goal, and one that we must attain if we are to provide our youth with employable skills and meaningful lives.

Our witnesses today are from the American Vocational Association. That organization has, for decades, been in the forefront of the efforts to improve vocational education in our country.

I am, therefore, looking forward with a great deal of interest to its testimony. Dr. Burkett, I notice you have a panel of witnesses with you. Will you proceed in any manner you prefer.

And, without objection, all the prepared statements will be inserted in the record at this point.

[The documents referred to follow:]

PREPARED STATEMENT OF DR. LOWELL A. BURKETT, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION

Mr. Chairman and Members of the Committee:

On behalf of the 53,000 members of the American Vocational Association we thank you and the members of Congress for your interest in and support of vocational education.

Since 1917, Congress has recognized the importance of federal legislation to establish priorities for education and training. In 1963, legislation was enacted that set the stage for great renovations in vocational education and refinements made in the Vocational Education Amendments of 1968 are indicative of the foresight of members of this committee and the Congress. Mr. Chairman, it is encouraging to note your support for vocational education and the progress you have made in providing relevant vocational education programs to the people of this Nation.

As we appear before this committee in oversight hearings for vocational education, we realize the validity of the Vocational Education Amendments of 1968. They have stimulated great advances for vocational education and should be continued with increased funding.

We know; however, that more than a decade ago a point of view developed that, at periodic intervals, the national program of vocational education should be studied with the objective to adjust federal legislation for vocational education according to social, economic and technological needs. The Vocational Education Act of 1963 determined (as recommended by the Panel of Consultants on Vocational Education) that the interval should be five years. Accordingly, in 1966, the President appointed an Advisory Council to make a study of vocational educaton, and required that the Council make its report not later than January 1, 1968. This report was made on schedule and subsequently the Congress designed and passed the Vocational Education Amendments of 1968.

No legislative procedure now exists for periodic reviews of vocational education and seven years have passed since the last major study of the legislative needs of vocational education.

Early in 1974 a group of State Directors of Vocational Education joined with the American Vocational Association to conduct a study of vocational education to provide a base of information for Congress to use in connection with proposed oversight hearings on vocational education. In addition, we sought to determine if changes in federal legislation would be needed to enable vocational education to serve more effectively all people as they prepare for, an advance in their employment. It is a credit to the foresight of this committee that the Vocational Education Amendments of 1968 remain effective. We do; however, feel that vocational education must assume a greater role in serving all people with education and training programs and it is this expanded role that any refinements in federal legislation should address.

CURRENT SITUATION

There have been great advances in vocational education in recent years. Currently the enrollment exceeds 12 million people including youth, young adults and mature productive Americans receiving training to develop or improve their employment skills. The vocational education enrollments shown below indicate that vocational education is for all age groups and serves adults as well as secondary students.

Enrolled in Vocational Education[1] *FY 73*

		Percent
Total	12, 072, 445	100
Secondary	7, 353, 962	60. 9
Postsecondary	1, 349, 731	11. 2
Adult	3, 368, 752	27. 9

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[1] *Summary Data Vocational Education*, Office of Education, Department of Health, Education, and Welfare, Washington, D.C.

The dramatic impact that vocational education has had upon the United States population is shown by the substantial increases in enrollement per 1,000 total population.

	Total enrollment in vocational education	Enrollment[1] in vocational education per 1,000 total population
Fiscal year:		
1961	3,855,564	21.4
1966	6,070,059	31.3
1971	10,495,411	51.6
1972	11,602,144	56.3
1973	12,072,445	58.0

[1] Summary Data-Vocational Education, Office of Education, Department of Health, Education, and Welfare, Washington, D.C.

In addition to growth, the statistics show that vocational education programs are enrolling more people from target groups.

According to the U.S. Office of Education, 13.3% (1,601,634) of the students enrolled in vocational education in FY 73 were disadvantaged and 1.9% (228,086) were handicapped.

Total enrollment in vocational education has increased at approximately 9% per year. This has been a sound, healthy growth with federal funding increasing at a corresponding rate.

The chart below illustrates the growth in vocational education since 1960. It is interesting to note that should the present rate of growth continue, vocational education will enroll more than 21 million students in FY 80.

	Federal expenditures	Total enrollment[1] in vocational education
Fiscal year:		
1960	$45,313,236	3,768,149
1964 VEA 1963	55,026,875	4,566,390
1965	156,936,015	5,430,611
1966 VEA 1968	233,793,671	6,070,000
1970	300,045,568	8,793,960
1971	396,378,405	10,495,411
1972	466,029,820	11,602,144
1973	482,390,800	12,072,445
1974	[2] 548,603,000	[4] 13,397,000
1975	[3] 543,700,000	[4] 14,461,000

[1] Summary Data-Vocational Education, Office of Education, Department of Health, Education, and Welfare, Washington, D.C.

[2] Appropriated.

[3] Budget recommendation.

[4] Projected.

The President's Panel of Consultants on Vocational Education in 1961–62, came to the conclusion that vocational education should serve 8,000,000 students. Five years later, in 1968, the President's Advisory Council on Vocational Education studied vocational education. Between these two studies the Nation experienced major social distress. Consequently, the Advisory Council reported its findings to the Congress with full knowledge of the contribution vocational education could make toward social and economic stability. Of particular concern were persons who had fallen through the cracks in the social, economic and educational structure.

To serve disadvantaged and handicapped students in particular, and more students in general, and to provide specialized services to some, the Advisory Council recommended that vocational education serve 10,950,000 students.

In effect, when Congress passed the Vocational Education Amendments of 1968, they gave the education community a mandate to place emphasis upon vocational education as a preventive measure for many of the social, educational and economic problems of the Nation. Unfortunately, neither the funding authorization, nor the appropriations, are presently large enough to enable vocational education to carry out its Congressional mandate.

We know that federal funding for vocational education has a magic that causes state and local expenditures to be increased at a greater rate than increases in federal funds. The effects of the 1963 Act and the 1968 Amendments show this clearly. Nationally, $1.00 of federal money for vocational education causes $5.00 of state and local funds to be expended.[2] This ratio varies among the states reaching high values, for example, of 1 to 11 in Massachusetts and 1 to 10 in Connecticut.

The concept of vocational education representing a matching "dollar for dollar" partnership between the states and the federal government has exceeded all expectations. The states have so overmatched the federal investment that federal funding would have had to exceed $2.2 billion in 1972 before matching would have been on an equal basis.

While we are aware of advances in vocational education and greater interest displayed by the population as a whole, the needs are still evident. Many jobs requiring skilled people are available while unemployment rates are unacceptable for unskilled individuals. Due to the nature of general education programs in this country, many students have left the secondary schools without marketable skills. Statistics from the U.S. Department of Labor show that young people age 18–19 have the highest unemployment rate of any group. In addition, the unemployment rate of young adults 20 to 24 years is unacceptable at 8.6%. (In some areas this is higher than others). We suspect there must be special factors that create exceptionally high unemployment rates among disadvantaged groups or in certain metropolitan areas. Due to the fact that 91% of the vocational program graduates are placed in a job, it may be advisable to charge vocational education with a more active role in alleviating these conditions than we have in the past.

In recent years, federal, state and local governments have addressed the problem by making vocational education available to more people. In the U.S., there are 2,148 institutions that have a primary emphasis on vocational education for secondary students. There are, in addition, 1,756 technical institutes and community colleges with a substantial portion of their enrollment in vocational education. Most of these institutions enroll adults for supplementary and/or preparatory work as a part of their service to the community. Even with these institutions in operation, there are people who need and want vocational education that have not been enrolled. Enrollment figures show that 58 out of every 1,000 total population are enrolled in vocational education. This is remarkable progress; however, U.S. Department of Labor statistics show there are approximately 17 million people who are currently unemployed or underemployed. Perhaps more of this 17 million could benefit from job training programs in vocational education. Vocational education must serve more people and in more occupational areas to increase its social and economic contribution to the Nation.

Changing concepts of vocational education and the way these programs are perceived by people, make it an opportune time for vocational education to assume a greater role in human resources development. Local and state governments are seeking direction and support from the federal-state partnership so they can impact on unemployment and the economic problems found in the community. Business, industry and labor are seeking the assistance of vocational education to solve their manpower needs. It is an economic fact that vocational education graduates are removed from welfare roles and strengthen the tax base of a government. For these reasons, vocational education is becoming more attractive to government, business and industry.

The attractiveness is also apparent because too many youngsters are dropping out or leaving high school. Twenty-five percent of the fifth grade school population in 1964 left school prior to graduating in 1972.[3] These individuals are ill-prepared for the world of work. In addition to keeping these students in school with job training programs, we must seek those already out of school and provide adequate incentive for them to enroll in adult vocational education. The prime reason for adult education is to prepare people for employment or to supplement their education for economic or social improvement. We estimate that there is a need to expand our present enrollment by an additional 100,000 young adults in supplementary and preparatory programs in FY 76. By 1980, it is feasible to expect program growth to exceed 200,000 over the present enrollment. In order to do this, complete programs and outreach services must be available to young unemployed or underemployed adults.

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[2] *Vocational Education, State by State Analysis, FY 72*, Office of Education, Department of Health, Education and Welfare, Washington, D.C.

[3] *Digest of Educational Statistics, 1973*, Office of Education, Department of Health, Education and Welfare, Washington, D.C.

Accessibility to schools both in the rural and urban areas is of prime concern to AVA. As you know, Mr. Chairman, there is a waiting list for the area vocational schools in Asheville and Paintsville. When we talk of expanding the role of vocational education we must consider the distribution and accessibility of vocational education institutions for both commuter and residential students.

While the Vocational Education Amendments of 1968 contained provisions for residential schools the potential of this type of institution has not been realized. There may be a need for residential facilities in rural states where local communities cannot support an institution. In addition, there are occupations that will not require large numbers of people and instructional programs in a few residential schools may serve the need. Also, there are many young people that may need a residential school designed to remove them from a detrimental environment and provide education for productive employment. Oklahoma State Technical Institute, Okmulgee, Oklahoma, has demonstrated what can be done with residential schools. Mr. Chairman, you may wish to inquire further into the need for residential vocational facilities. We would be happy to assist with ths inquiry.

Concepts to Strengthen The Role of Vocatonal Education

The Vocational Education Act of 1963 and its Amendments of 1968 have been effective legislation for social and economic change. As time passes; however, people profit from experience. In addition, we realize that the social and economic problems of the 70's and 80's may be different from those in the 1960's. For this reason we have attempted to analyze the concepts that might improve the Vocational Education Amendments of 1968. Mr. Chairman, the next part of my statement addresses these concepts with complete agreement as to the value of the Vocational Education Amendments of 1968 and the hope that the role of vocational education may be expanded.

Comprehensive State and Local Planning.—The most important concept to strengthen vocational education at this time is that of comprehensive state and local planning.

The AVA recommends strongly that the previous "State Plan" (largely a compliance document and not a state plan for vocational education) be replaced by a state-wide planning document representing 4–6 years of forward planning that would be updated biennially. This type plan must take into account all provisions of vocational education legislation and the state must be accountable for progress based upon the state-wide plan.

Comprehensive planning is needed for vocational education to relate to the public school systems and to other public agencies and private institutions and industries within the community. Comprehensive state and local planning must be cognizant of and include all agencies impacting on the education and training of the individual. It should be an operational plan that yields a functional document to coordinate the efforts of all programs delivering vocationa education services with that of the job development agencies and those providing supportive services to students and programs.

The State Board for Vocational Education should have the primary responsibility for the preparation of comprehensive state-wide plans for vocational education and should be accountable for progress in relation to such plans.

There should be consultation with and involvement of other state boards, agencies, and councils (such as the State Advisory Council on Vocatoinal Education) in their planning activities. In addition to the involvement of formally constituted state boards and councils, the planning group should actively seek advice and suggestions from a variety of "other publics."

State plans must make provision for full utilization of postsecondary vocational education (training and retraining) to prepare persons for employment; and such plans must provide for supplementary vocational education for adults who have entered, or are re-entering, the labor market and need job training, employability skills or retraining to achieve job stability or to advance in employment, and provide preparatory instruction for adults who are entering the labor market for the first time.

The state-wide plan must be built around a number of basic elements of vocational education such as: population needs analysis, job market analysis, job performance analysis, curriculum resources, teacher education, leadership development, program planning, program review, vocational education promotion, student recruitment, counseling and guidance, vocational instruction, placement and follow-up, and evaluation; and must take into full account national priorities (such as provision for disadvantaged and handicapped persons), and state priorities for vocational education.

Comprehensive planning must take into account that the term vocational education means:

"Vocational or technical training or retraining which is given in schools or classes (including field or laboratory work and remedial or related academic and technical instruction incident thereto) under public supervision and control or, by private non-profit or proprietary schools under contract with a State Board or local educational agency and is conducted as part of a program designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations and in new and emerging occupations to prepare individuals for enrollment in advanced technical education programs, but excluding any program to prepare individuals for employment in occupations which the Commissioner determines, and specifies by regulation, to be generally considered professional and which requires a baccalaureate or higher degree; and such term includes vocational guidance and counseling (individually or through group instruction) in connection with such training or for the purpose of facilitating occupational choices; instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training; the term also includes health, allied health, and service occupations, vocational home economics (consumer and homemaking education and occupational home economics) and vocational education student organizations; job placement and follow-up; the training of persons engaged as, or preparing to become, teachers in a vocational education program or preparing such teachers to meet special educational needs of handicapped students; teachers, coordinators, supervisors, or directors of such teachers while in such a training program; leadership development programs designed to provide high level education for emerging leaders in vocational education; travel of students and vocational education personnel while engaged in a training program; and the acquisition, maintenance, and repair of instructional supplies, teaching aids, and equipment, but such term does not include the construction, acquisition or initial equipment of buildings or the acquisition or rental of land."

Mr. Chairman, our recommendations are made with the realization that comprehensive planning is the key to the future of vocational education. Duplication of effort, splintering of interest and uncoordinated use of resources are detrimental to the interest of the Nation.

National Leadership

Leadership and coordination of all vocational education programs and services at the federal level will be necessary for comprehensive state planning to be effective. There must be maintained a Bureau in the U.S. Office of Education with authority and resources for national leadership.

Under the direction of the Bureau a concerted national effort should be developed to provide leadership for state agencies to expand programs and improve quality. This leadership posture must be manifest in the quality of professional staff in the Bureau and in the kinds of services provided by to the states. Services needed are: (1) developing standards of quality for vocational education; (2) evaluation and accountability criteria and procedures; (3) monitoring of specific vocational education programs, particularly those related to national priorities; (4) dissemination of applied research and curriculum developments in such form as to be immediately adaptable to local vocational education programs; (5) development and use of a national vocational education data system; (6) preparation of an annual report for the President and the Congress related to the status, achievements, directions, and needs of vocational education in the Nation; (7) assisting state boards for vocational education to prepare and evaluate state planning documents (and to make reports concerning 4–6 year projections from state planning documents); (8) developing national reviews of vocational education to provide evidence for the Congress that the intent of legislation is being carried out in all of the states; (9) planning and conducting (or contracting with appropriate agencies to plan and conduct) national and regional workshops and symposia.

There appears to be a need for a strong National Center for Vocational Education. This Center should have responsibility for conducting applied research or for sub-contracting research projects and also for some of the functions needed at the national level. There has been very little evidence of leadership for vocational education in the activities of the National Institute for Education and without a concerted effort the needed research and dissemination will falter.

Periodic Review of Vocational Education

Comprehensive state and local planning accompanied by strong national leadership may not accomplish the desired results for vocational education without the continued active interest of Congress.

For this reason we recommend that any revision of the Vocational Education Amendments of 1968 incorporate the concept of periodic reviews of vocational education. In this way Congress can take stock of the program of vocational education and can make adjustments with added clarity and precision.

Sole State Agency

Authority for policy and administration of vocational education in the state must rest with one state agency for vocational education. This sole agency or state board should have the capability and flexibility to develop policy for vocational education that would govern programs and distribution of funds for all facets of vocational eduaction in the state. The lack of coordination inherent in multiple agencies and separate planning groups and commissions is detrimental. The coordination of the planning and administrative process under one agency is needed as a part of any changes in the law.

Vocational Guidance and Exploration

There is a need to provide greatly expanded and revised vocational guidance and exploration programs for in-school youth and for out-of-school youth and adults, so that they can act upon "considered" vocation choices and plans. Reaching such goals involves providing opportunities *through curriculum* and specialized approaches which enable individuals to discover their interests, abilities and values in relation to awareness, orientation, exploration and decision-making and planning as applied to the world of work. The primary emphasis of funding this new concept should be on staff development and preparation and applied research and demonstration programs. The end product should be that individuals will more succesfully manage and direct their own vocational lives.

Previously a strong emphasis was given to the employment of school counselors to work on an individual basis with youths. Administrative guidelines required the establishment of a counseling office and counselors were perceived as members of the administrative rather than the institutional team. Further, the fact that counselors were located outside the curriculum made it difficult for students to find time to receive counseling assistance. This gradually led, in many instances, to counselors assuming quasi-administrative roles. The answer to improvement of the quality of guidance was, under this thrust, add an additional counselor. In most instances, this approach did not result in change in students.

Vocational guidance and exploration would allow students to move from awareness and orientation to exploration and to acquire entry-level skills needed for employment compentency.

The concepts in career guidance programs include: awareness, orientation and exploration, including decision-making and planning. All of these concepts deal with a life-long process that should assist students to arrive at sound vocational decisions and to formulate and follow through with career plans.

Components of a strong vocational guidance and exploration program include: (1) operationalized programs that have been conducted under the exemplary section of the Vocational Education Amendments of 1968; (2) awareness, orientation, exploration, decision-making and planning for careers and employment; (3) detailed follow through programs for the disadvantaged, the young adults and for those who are chronically unemployed; (4) placement services for some students as an integral part of their instructional program.

Utilization of Vocational Education

Vocational education programs operated at all levels in multiple settings as the Nation's delivery system for education and training for employment should be the objective of any changes in vocational education legislation. To do this, emphasis must be given to secondary programs in the public school systems, as well as to increasing the role postsecondary institutions play in training and preparing people for employment. In addition, the adult education programs designed to provide supplementary and/or preparatory training for employment must have a larger role in vocational education.

SECONDARY VOCATIONAL EDUCATION

Secondary vocational education programs offered to high school students so they may identify and pursue a vocational goal through preparation for an occupation in his or her chosen field is important to the long term future of this Nation. Enrollment in these programs is increasing and our recommendations are to maintain the solid growth rate in this area. Basic modifications in these programs and the parts of the Vocational Education Amendments of 1968 that provide authority for them are not required.

POSTSECONDARY VOCATIONAL EDUCATION

Postsecondary vocational education received a significant emphasis in the Vocational Education Act of 1963 and the Amendments of 1968. Data on increases in enrollment, together with positive evidence that more youth are continuing their education after high school, are indication of the tremendous need for continued expansion of postsecondary vocational education.

Postsecondary vocational education consists of training or retraining for persons who have completed, graduated or left secondary (high) school. It includes preparation for any occupation for which there is a reasonable expectation for employment, including new and emerging occupations (except professional occupations that require a baccalaureate or higher degree).

Comprehensive state planning should provide for coordination of postsecondary and secondary programs that will further expand the role of postsecondary vocational education.

VOCATIONAL EDUCATION FOR YOUNG ADULTS AND ADULTS

It is now time for adult vocational education to be responsible for meeting the unique needs of adults who have either completed or interrupted their formal education. These adults may be unemployed, seeking employment, or employed and needing further education and training to correct defects in employability skills, to achieve employment stability or to advance in employment. Programs conducted as adult vocational education are either preparatory to employment or supplementary to employment.

Vocational education's adult program must actively seek out employed young adults and recent dropouts and graduates who did not obtain employment and assist them in the adult vocational education program to correct defects in their employability skills; many such persons are improperly employed and their actual jobs are not directly related to their ability, interests and capacity to work. Failure to provide in this manner for young adults creates a ready supply of persons for welfare assisted programs and future poverty roles in society.

In addition, many adults are forced by changing occupations and economic conditions to seek new careers (frequently more than once during their working lives). Expansion of vocational education to accommodate this situation is imperative.

A significant number of young adults and adults served by vocational education will need financial assistance in order to perfect, or redirect, employment skills. This facet of the program is discussed as student services.

Program services

The Vocational Education Act of 1963 and the Amendments of 1968 treated the various program services for vocational education as "ancillary" or "miscellaneous." As a result they became subsumed by other programs and have not contributed to the program as they could. Teacher education, placement and follow-up, student support programs and leadership development are necessary components of vocational education. These services should be prominently treated in federal legislation.

TEACHER EDUCATION

Permissiveness in legislation and a variety of priorities among the states, have caused funds to be diverted from teacher education to other program aspects. Records are not available to indicate exactly the extent to which federal funds supported teacher education. However, Office of Education estimates indicate that possibly $10 million of federal funds were used for teacher education in FY 72.

Anticipated continued expansion of vocational education, particularly expansion in postsecondary institutions, and the outreach plan that should be employed in the adult program, requires particular attention to teacher education. The problem is not solely an adjustment to larger numbers of teachers, but an adjustment to the needs of teachers of the handicapped, disadvantaged, youth outreach, and teaching problems related to retraining for complex occupations with changing qualities of sophistication.

The quality of vocational education in the fu[illegible] depends upon the same major element as it has been dependent upon in the past—the teacher. Preservice and in-service teacher education that is focused around technical occupational competency and professional educational competency are the basis for renewed thrust when considering the needs in teacher education.

STUDENT FINANCIAL SUPPORT

The goal of Congress to make vocational education "available" to all people of all ages in all communities can be enhanced considerably by making provision in legislation for student financial support. This support would make it possible for students to take advantage of vocational education offerings. Without such provision many students will be effectively denied the basic goal Congress seeks to achieve.

Students who need some kind of a financial support to achieve vocational competency are found throughout the Nation. Many of this group are included in those who drop out of high school prior to graduation. It is highly probable that many of the dropouts are seeking to enter the labor force; and are doing so without the vcational education necessary to command a job appropriate to their abilities. Other graduates, dropouts, or persons who have achieved a certificate of completion from high school and who have entered the labor force need additional vocational education in order to advance in their occupation or to prepare for a new occupation. Many of these former students need financial assistance during their vocational preparation period in order to stay in school.

Student support programs should apply to persons who are underemployed, improperly employed, imperfectly employed, and unemployed because their basic in-school education program did not provide sufficient vocational skills and knowledges for them to become appropriately employed.

The concept of work-study programs, as described in Part H of the Vocational Education Amendments of 1968 has been found to be successful in practice and should continue. It would appear that this program has particular relevance for high schools, but should not be limited exclusively to high schools.

A major problem with Part H, P.L. 90-576, is the restrictions placed upon student earnings. The amounts specified are entirely too low to attract the students into the program that should be served. Many students, because of a variety of socio-economic conditions, do not stay in school. The work-study program, if appropriately funded, could keep students (particularly socially and economically disadvantaged students) in school until they can acquire skills and knowledges saleable in the world of work.

Financial stipends may be a necessity for a segment of the population who have left the secondary school system, who need training or retraining, and who have acute economic responsibilities that cannot be satisfied by a work-study program. This population segment includes men and women—unemployed, underemployed, disadvantaged or handicapped—for the most part high school graduates, who need the education and training provided in the post-secondary and adult vocational education programs.

According to a 1972 study conducted by the U.S. Office of Education based on a sample of about 18,000 seniors, and about 1800 faculty who counseled 12th grade students, 34 percent of the students stated that they would have to work after high school graduation before they could pay for further schooling.[4] Thus roughly one-third of the high school graduates might enter postsecondary or adult vocational education programs if support in the form of a stipend was available to them. This group represents roughly one million students each year.

Another large group of students needing stipend support are those who have left the secondary school system for any of a variety of reasons. This group is estimated to be about 730,000 students per year.[5] Many of this group have limited financial resources (about one-third are heads of households) and could be served effectively by the postsecondary and adult vocational education programs.

The total of these two groups represent about 1,730,000 persons who will not be in school and will not be preparing to enter productive employment. Serving this group is a part of the outreach program of vocational education, but there must be financial support during their preparation for employment.

PLACEMENT AND FOLLOWUP

The range and scope of vocational education has enlarged substantially during the past decade. Prior to World War II a kind of understanding had developed that each teacher was responsible for his or her own placement. This practice worked reasonably well, but as the size of the vocational education program enlarged, the problem required the attention of other people in addition to teachers. Concurrently with the expansion of vocational education came an urgent need for placement and followup data.

Unfortunately, these two facets of vocational education—placement and follow-up—have too long been placed in a single category. Such a combination, however convenient, has performed some degree of disservice to each. Their meaning, purpose or the performance of these two vital functions of vocational education requires that renewed emphasis be given them in legislation and that followup become a follow through function that is integral to all vocational education.

LEADERSHIP DEVELOPMENT

Public Law 90–35, Part F, Section 552, provided for Leadership Development Awards to be granted to selected individuals to pursue a three-year graduate program in the area of vocational education. Experience with the three-year graduate program has provided evidence that the objectives of the program were actually exceeded although the number of persons involved in the program was small compared with the need. The investment by the federal government produced high returns in the form of positions of leadership actually achieved by the graduates.

The number of persons from vocational education involved in the three-year Leadership Development Awards program represented an extremely small percentage of the total number of vocational education teachers, as shown below:

	Number [1] of vocational teachers	Number of awardees	Percent of total number of vocatonal education teachers
Fiscal year:			
1970	190, 364	160	0. 08
1971	211, 550	216	. 10
1972	235, 658	216	. 09

[1] Summary Data-Vocational Education, Office of Education, Department of Health, Education, and Welfare, Washington, D.C.

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[4] *National Longitudinal Study of the High School Class of 1972*, U.S. Department of Health, Education and Welfare, Office of Education, Washington, D.C.

[5] *Employment of High School Graduates and Dropouts*, U.S. Department of Labor, Bureau of Labor Statistics, Special Labor Force Report No. 155, Washington, D.C., 1973, p. 28.

Despite opinions advanced that the federal government was investing too highly in doctoral programs, and that too many doctorates were being completed, the opinion does not apply to vocational education. There is no evidence that too many doctorates in vocational eduaction have been authorized.

It is recommended that the leadership development embrace not only the doctoral program but also activities of program and individual leadership at the state and national level. Federal funds should be utilized to solve problems relating to more than one state or region in addition to providing a cadre of national leaders for vocational education. State contributions to leadership development should center around the administrative and leadership needs peculiar to each state and generated as a result of national activities.

Applied Research, Curriculum Development and Demonstration Programs

Research, curriculum development and demonstration programs have been the cutting edge for improving vocational education. The partnership between the state and the federal government should remain an essential part of legislation.

There continues to be a need for a strong National Center for Vocational Education to maintain progress through research and curriculum development. Applied vocational research and curriculum development is imperative to improve vocational education programs. Very little progress in vocational education research can be attributed to the National Institute for Education. It is my understanding that it is the stated objective of NIE to phase out all centers and laboratories and proceed solely on the basis of RFP. No one can exist on RFPs. Mr. Chairman, we will be happy to pursue this with the committee at your discretion.

Summary

In conclusion, the Vocational Education Act of 1963 and the Amendments of 1968 are still vital and appropriate to vocational education of the next decade. We do; however, hope this committee and Congress will consider some amendments in order to strengthen the role of vocational education in meeting the economic and social needs of this Nation. We feel our recommendations will assist you with your deliberations and provide a means whereby vocational education can assume a greater role in human resources development. We offer assistance for further consultation and look forward to continuing to work with members of the committee and the staff.

PREPARED STATEMENT OF GEORGE R. QUARLES, CHIEF ADMINISTRATOR, BOARD OF EDUCATION OF THE CITY OF NEW YORK

Mr. Chairman and Members of the Subcommittee: On behalf of the teachers, teacher educators, supervisors and administrators and students who are involved in vocational-technical education in New York City, we wish to express appreciation to the Congress and members of the Subcommittee for the support given to vocational education. We realize you have a great concern for the development of vocational education and its accomplishments and promise.

The Vocational Education Act, as amended in 1968, has provided limited but highly important funding for innovative Occupational Education programs in New York City over the past several years. Fortunately, New York City allocations have been increased over the years to the current level of about 8 million dollars per year. This still represents only about 8% of the total annual expenditures in New York City for Occupational Education. The balance of the funding is derived from tax-levy and, to a lesser extent, from other special private, State and Federal funding sources.

During the past five years the needs of the disadvantaged and handicapped youth and adult populations have increased, making it even more imperative that funding sources, such as VEA, provide the means to meet urgent needs. It is recognized that such funding, and requests for increased funding, must be justified on the basis of solid accomplishments and evidence that the programs, initiated through VEA funding, are continually being absorbed into the tax-levy budget.

We are confident that we are being diligent in the actions we are taking in meeting these criteria. As a result, the VEA programs, although representing a small portion of Occupational Education expenditures, have played a unique and important role in expanding the scope of Occupational Education in the City. This has been evidenced, not only in terms of many exemplary programs, but also with respect to benefits to and accomplishments of the populations who have been served. Several examples, which will represent the scope and type of accomplishments, will be discussed briefly to support our thesis that VEA funds have been used effectively and that demonstrated accomplishments warrant continuation of this type of funding.

COOPERATIVE EDUCATION AND WORK-STUDY PROGRAMS

VEA funding enabled approximately 9,000 students, from 82 of the City's High schools, to participate in Cooperative Education programs in 1973–74. These students have not only received realistic exposure to the world of work, but also motivation in terms of attendance, upward mobility and confidence in their ability to produce effectively in gainful employment. Students involved in these Cooperative Education programs have a remarkedly low drop-out rate and a very high percentage of the high school graduates show successful performance at the college level or in employment. In addition, earnings of almost ten million dollars per year, have been of critical importance to the disadvantaged students involved in the program.

In allied programs, the Work/Study programs, 800 students were involved in work experiences for 20 hours per week. In these cases, the students profit by the exposure to work situations and gain valuable insight into the requirements of the world of work. They also receive modest remuneration for their services which, in all cases, is a prerequisite need. Again, improvements observed in the performance of these students, at their employment sites and in school, have demonstrated the values of the program.

TRADE AND TECHNICAL PROGRAMS

Most of the 40,000 secondary students, who received skills training in Trade and Technical Subjects, were involved in programs that probably would not have been offered without VEA funding assistance. This past year, for example, approximately 5,600 secondary students participated in twelve new programs that were initiated through VEA funding. I should point out that most of the programs, initiated by VEA funding in past years, are now part of the City's tax-levy budget. Of direct benefit to students in the Trade and Technical area, as well as in other Occupational Education programs, has been the development and upgrading of curriculum materials. This has involved the development of Unit Skills courses and curriculum in six vocational shop areas. Such courses and curricula permit greater flexibility of course offerings as well as increased and improved training options for students.

AGRICULTURE AND RELATED SUBJECTS

Some 950 secondary students were involved in this past year in Agriculture and Ornamental Horticulture programs. The effectiveness of these programs has been enhanced by the appointment of a full-time Coordinator for all of the City's secondary programs in this area. This Coordinator's position was made possible through VEA funding and most of the programs were originally initiated by the same funding source. It is important to point out that annual VEA expenditures for these programs are, at this time, moderate since most of the programs have now been absorbed in the tax-levy budget.

BUSINESS EDUCATION

Approximately 13,000 secondary students and 8,000 adults were given Occupational Training this past year in Business Education programs. These programs, which are related to the major economic activities of the city, have been both innovation and up to date with respect to training requirements of the business community. In total, over 100,000 secondary students were involved in tax-levy training programs, many of which were originally initiated through VEA funding assistance.

The readily available job market within the City, and the changing requirements through new business-related technologies, indicate the continuing need to involve increasing numbers of students in both expanded and new Business Education programs. For example, new VEA funding is needed relative to new areas of computerization, word processing and the like.

HEALTH OCCUPATIONS

Last year approximately 6,200 secondary students were involved in Health Careers and Health Occupation courses at 88 of the City's high schools. Some 1,500 of these students participated in programs that received VEA funding support. In addition, 1,735 adults participated in similar VEA programs. The importance of training for employment in this field, together with the need for program innovations to keep pace with changing technologies and work requirements, has justified VEA funding of a small staff to coordinate and monitor all secondary and adult Health Occupations programs.

The learning and motivation effects of the VEA programs are evidenced by the high performance of students involved in them; for example, excellent attendance, few drop-outs and student's high performance levels at work or college. In the future, the need for trained personnel in the City offers strong justification for increased VEA funding to support the development and implementation of new programs in this area.

ALTERNATIVE PROGRAMS

In providing the diversity of programs that will offer the options, experiences and individualized instruction of optimum value to students, a number of alternative programs have been successfully developed and implemented. Several of these programs are discussed below.

Executive and human services internships

A few years ago, a program designated as an Executive internship program was initiated in the city's high schools without assistance of VEA funds. In this program, selected students spend one-half of the school year working directly with executives in business and industry, education and civic agencies. For example, one of the Executive Interns was assigned to work with a Vice President at A. T. & T., another with WNBC–TV's Executive Producer-Community Affairs, and still another with the President of an advertising firm.

The results of this model program have been so outstanding, in terms of student's motivation and advancement, that the bulk of the program funding is now supported by tax-levy sources. It is of interest to note that the program is being considered for replication in 25 U.S. Cities.

An outgrowth of this program, the Human Services Internship program, was initiated this past year through the assistance of VEA funds. The 200 students involved in this program work directly with executives and managers of Human Services programs, as well as with case workers, and participate in their daily experiences. There is every indication that this "Second Generation" Internship Program will be as successful as the predecessor program in providing valid world of work experiences for the students.

Shared instructional services

A new and significant program for secondary students, the Shared Instructional Services program, was initiated in 1970–71 for students of Academic High Schools who desired training in vocational subjects. Since that year, when 45 students were involved, the growth has been dramatic. This past year, 750 students participated in 33 vocational courses, an increase of almost 50% in course offerings over 1972–73. Students from 52 of the City's 70 Academic and Comprehensive High Schools participated in these vocational programs in 25 of the Vocational High Schools.

This program, initiated and supported through VEA funding, has opened up options that heretofore have not been available for many students. However, there has been evidence of the need to expand the programs in several occupational areas; for example, in Medical Services, Health Careers, Business and

Distributive Education, and Agriculture and Ornamental Horticulture. The need for program expansion is considered necessary to accommodate the large number of students who each year are denied admission to occupational education programs. Last year, more than 7,500 students were denied admission to Vocational High Schools and another 1,200 could not be admitted for instruction on a shared-time basis. While tax-levy funds provide a substantial portion of the support for the program, there is urgent need for additional VEA funds to provide maximal opportunity for vocational and occupational education for all students of the City, regardless of social, educational or economic status or geographical locations.

After school occupational skills program

The After School Occupational Skills program represents another significant educational accomplishment made possible through VEA funding. This past year some 5,260 secondary public and nonprofit private school students voluntarily attended programs after school and on Saturdays for training in 50 unit skills courses. This represents a 60% increase in student enrollment and a 40% increase in course offerings compared to 1972–73. The growth in attendance in these programs, and the increased motivation and achievements of participating students, reflect the program's accomplishments. While substantial support for the program is now derived from tax-levy funding, continued and increased VEA funding is essential to providing new and diverse program offerings for students. This takes on particular significance when we recognize that this program serves the entire secondary school population of New York City. This includes nonpublic as well as public school students and those students enrolled during the regular school day in occupational programs.

Satellite academy program

The Satellite Academies Program offers skills training and work-study opportunities in business and health careers subjects to approximately 450 secondary students, most of whom are former truants and drop-outs. Students rotate between ten weeks at the Academies for course work and skills training and ten weeks at a work-site where they receive paid work experience. Intensive counseling and individualized instruction activities are also included as part of each student's program. This alternative approach has been highly successful at improving attendance and retention rates, increasing the number of students continuing to post-secondary education, and placing students in viable jobs upon graduation.

The Clinton program

The Clinton Program is the only alternative Junior High School in New York City with an emphasis on Occupational Education preparation. This program, which serves approximately 150 students, splits its day between morning academic activities and afternoon activities designed to orient students to a variety of occupational areas and skills. One major outcome of this program has been a large increase in the number of students applying for and obtaining admission to specialized high schools and special occupational programs, such as the Satellite Academies and Cooperative Education. Close cooperation between the school, major New York City industries, and community agencies has been another outstanding feature of the program.

PROGRAMS FOR THE HANDICAPPED

VEA funds were expended last year in training approximately 1,700 handicapped students in Special Education programs. While over 90 percent of the students involved were at the secondary level, one very successful program functioned as a placement and referral center for both secondary and adult students. As a result of the efforts of this group, some 700 handicapped students were placed in summer jobs through YSA and HRA.

Several of the VEA funded programs for the handicapped have been exemplary in their performance and effectiveness; for example, Work/Study for Deaf Adults, Travel Training for Handicapped Secondary Students and Integration of Handicapped Students into Vocational High Schools. Overall, a need for greatly expanded occupational programs is acute. However, as witness to the pioneering and critical role of VEA funded programs, they have represented over 90 percent of the occupational training effort of the City for handicapped students.

ADULT PROGRAMS

In meeting the changing needs of the City's labor market, VEA funds have been used in developing and implementing training programs for the disadvantaged and unemployed adults. Some 25,000 adults are involved in these programs; about 40% in the Business Education, Health Careers and Special Education programs noted earlier, and the balance in the Pre-Employment Program. This latter program involves 15,000 adults in many types of training experience programs, including those in rehabilitation centers (as Riker's Island, drug addicts' half-way houses, and the like). Overall, the Pre-Employment program provides training in 15 occupational clusters for the City's adult population.

COMPREHENSIVE EDUCATION SYSTEM

We have the firm conviction that a comprehensive educational system is necessary in providing options of training and freedom of choice for students at the secondary and adult levels. We are also convinced that students must have realistic career counseling, exploratory experiences, and knowledge of training opportunities available to them (and the requirements for participation in the programs). In addition, and perhaps obviously, the trainees need support by way of job counseling and assistance in job placement.

To this end, we have viewed the total community as a "Career Campus" comprised of a variety of viable educational programs, not only in the schools and shops, but also in industry, civic and community locations. In initiating a model of this type, we have been assisted by VEA funding in an area of dire need within the City, the South Bronx. This program, now in the early stages of implementation will, in our expectations, provide a model that can be replicated in other geographic areas of the City.

An essential part of this Model, and its related programs, involves articulation with the "feeder" schools (and even the Elementary schools) on the one hand and, on the other, Community Colleges of the area. The potential advantages of closing the interface between secondary and post-secondary schools, staffs and programs lie in improved educational sequences for students and economies of operation. With this in mind, we are diligently pursuing discussions with staffs of the post-secondary institutions and developing articulated programs, with the exception that those related to skills training will be supported by VEA funding.

CAREER EDUCATION

The implementation of Career Education requires the development of curriculum and programs at the Elementary level in order to achieve full benefits of the system. We have been active in developing liaison with District and School staffs in encouraging and assisting in the developing of bona fide Career Education programs at the lower grade levels. To date, this has been accomplished without the assistance of VEA funding; however, the utilization of such funds could have important results that would be felt at the higher grade levels in the years ahead.

I should point out that we have participated in a State supported program, SPICE (State Project to Implement Career Education), which has been effected in three Districts of the City. SPICE staff members have worked with District and School staffs in workshops, in-service training programs, and the like, in infusing Career Education into all aspects of the disciplines of the various schools. During the past year, these programs have been effected at six Elementary and three Junior High Schools, as well as at two of the Academic High Schools. The results have been encouraging and many of the participating teachers have gained new insights into the educational processes, as they relate to the world of work, and new motivation for the development of more effective programs. It is anticipated that these programs will be strengthened and expanded to additional schools and Districts in the coming year.

SUMMARY

In general, the VEA funds have been used in the City to fill the void, left by tax-levy funding, in providing additional educational opportunities that are innovative and relevant to technological changes and the requirements of the employment market. In effect, the VEA funds have represented "seed money" that has had a major multiplier effect in terms of student development, as well as in the development of new and significant programs and educational opportunities for ultimate incorporation into tax-levy budget of the City.

The history of effective utilization of VEA funds argue strongly in favor of continued and increased funding. This conclusion is supported by the demonstrated value and accomplishments of current and past VEA programs.

PREPARED STATEMENT OF FRANCIS TUTTLE, STATE DIRECTOR OF OKLAHOMA STATE DEPARTMENT OF VOCATIONAL AND TECHNICAL EDUCATION

Mr. Chairman and Members of the Subcommittee: On behalf of the 2000 teachers, teacher educators, supervisors and administrators of vocational education in Oklahoma and the 50 State Directors of Vocational and Technical Education, we wish to express our appreciation for the support the Congress has given vocational education.

We realize that advancements have been made in meeting the needs of individuals and business, industry and government services, but a great need still exists in Oklahoma and throughout the nation if we are to fulfill the demands being placed upon us.

This can be exemplified by showing the unmet need of persons and manpower in Oklahoma. Annually, there are 50,986 persons needed to meet the demands of business, industry, and government services representing the occupational training sector. The number of trainees available for placement from public vocational and technical education meets 23.9 percent of the annual demand. This leaves 76.1 percent of the annual demand not being trained for by any public vocational and technical education training program. In all sectors of supply, public vocational and technical education, Employment Security registrants, and the private sector, only 51.37 percent of the demand is being met annually.

In analyzing the total available supply for trained manpower in Oklahoma, it is found that 46.53 percent of the supply is composed from the public vocational and technical education training sector, 11.21 percent from the private school sector, and 42.26 percent from the Employment Security Commission registration rolls. Indications are that the Employment Security Commission registrants need upgrading or cross training in order to gain and hold a job. These facts clearly indicate the challenge we have in order to meet the needs for trained manpower in Oklahoma. Table I provides a breakdown of the demand and supply of manpower in Oklahoma.

TABLE 1.—DEMAND AND SUPPLY

Occupational area	Total demand	Public trained supply	Percent demand supplied by public training	OESC registrants supply	Percent demand supplied by OESC registrants	Private school supply	Percent demand supplied by private school	Percent demand being supplied by all sources
Agriculture	2,305	1,249	54.18	121	5.24	22	0.95	60.37
Distribution and marketing	12,609	1,326	10.51	3,302	26.18	440	3.48	40.17
Health	4,571	2,054	44.93	1,031	22.55	319	6.97	74.45
Gainful home economics	2,610	178	6.81	587	22.49	0	0	29.30
Office occupation	11,655	2,625	22.52	2,753	23.62	1,162	9.96	56.10
Technical	2,444	500	20.45	414	16.93	209	8.55	45.93
Trade and industry	14,792	4,256	28.77	2,860	19.33	786	5.31	53.41
Total	50,986	12,188	23.9	11,086	21.7	2,938	5.76	51.36
Supply composition (percent)		46.53		42.26		11.21		

Vocational and technical education has grown in Oklahoma but not a rate sufficient enough to meet the demands being placed on it for trained manpower. In 1967, the capital outlay for industrial growth was $92,290,000. The projection for capital outlay for industrial growth in 1973 was $500,000,000. The State Department has developed a comprehensive information system to assist in planning vocational and technical education to meet the demands resulting from industrial growth in Oklahoma. The information system contains manpower forecasting and individual student data which, when combined, compose the Occupational Training Information System (OTIS). This information is compiled on a statewide basis and by economic region. The manpower system is provided to local education agencies to assist them in planning programs. The Occupational Training Information System is coordinated with 13 other agencies. The major agencies involved are the: Oklahoma Employment Security Commission, Comprehensive Manpower Planning Council, State Health Manpower Planning Council. Board of Nurse Registration and Nurse Education, Manpower Administration of the United States, Department of Labor, Manpower Development Training Division, Oklahoma Industrial Development and Parks Department, Oklahoma Office of Community Affairs and Planning, Oklahoma State University, and Ozarks Regional Commission.

Since 1968, Oklahoma has had a gain of 32.5 percent enrollment. There were 87,651 persons enrolled in vocational and technical education in 1968. In 1973, there were 116,127 persons enrolled in occupational education. The disadvantaged and handicapped enrollment has also gained since 1968. There were 4.860 disadvantaged individuals trained in 1968. In 1973 there were 21,653 disadvantaged persons trained. This represents a 445 percent growth in the disadvantaged persons enrolled in vocational education. There were 4,740 handicapped persons enrolled in 1968, and in 1973, there were 6,075. This represents an increase of 28 percent of handicapped individuals in occupational education.

All Part B funded programs in Oklahoma have had an increase in enrollment. In 1968, there were 53,894 persons enrolled. In 1973. there were 90,475 persons enrolled. This represents a 67.9 percent growth in enrollment from Part B funds.

The exemplary programs and projects also show an increase. In 1968, there were nine programs with 135 persons enrolled. In 1973, there were 15 programs and 2,110 persons enrolled.

Consumer and homemaking programs have had an increase in enrollment from 30,403 in 1968 to 32,624 in 1973. This represents a 7.3 percent increase in the number of individuals trained.

The cooperative vocational education Part G funded programs currently have an enrollment of 1,752. All the cooperative vocational education programs in Oklahoma show a marked increase. In 1968, there were 3,712 persons enrolled in cooperative vocational education. In 1973, there were 9,643 persons enrolled. This represents an increase of 260 percent enrollment in cooperative vocational education since 1968.

These enrollments, by purpose, are contained in Tables II through VIII.

Each year the percentage of local contributions has exceeded the federal requirements for matching funds. In Part A 102(b) Disadvantaged, in fiscal year 1969, there were no state or local matching funds required for the disadvantaged programs. In 1971, it increased to 2 percent, in 1972, to 3 percent, and in 1973, to 6 percent. In the Part B State Program, 50 percent of the federal funds were matched by state and local requirements in 1969. This increased to 78 percent in 1973.

Part C Research required 25 percent matching in 1969 and this has increased to 44 percent in 1973. In Part D Exemplary, there are no matching state and local funds required and at the present time 27 percent of the funds are being provided by state and local revenue.

In consumer homemaking Part F, 50 percent of matching funds are required from state and local sources. In 1973, 87 percent was provided by state and local sources.

In cooperative Part G, there are no matching funds required and currently 59 percent of the programs are being matched by state and local funds.

In Part H Work Study, the requirement is 20 percent state and local matching and currently there are 22 percent being provided from these sources.

Table IX provides a breakdown by year for the specific purposes of the Act.

Not only has vocational and technical education enrollment increased in Oklahoma, but data indicates that the persons trained by occupational programs are either entering employment or continuing their education in a related field. Seventy-seven percent of the graduates from occupational training programs in Okalhoma are either available for the labor force or are enrolled in school in a field related to their vocational and techincal training. Of those persons who are available for the labor force, 79 percent are employed. Over a five year period, 80 percent of the persons available for the labor force were employed in a field related to their training.

TABLE II.—DISADVANTAGED AND HANDICAPPED ENROLLMENT

	1968	1973
Disadvantaged	4,860	21,653
Handicapped	4,740	6,075

Note: There has been a 445 percent growth in disadvantaged persons enrolled in vocational education since 1968. There has been an increase of 28 percent enrollment of handicapped individuals in occupational education.

TABLE III.—TOTAL ENROLLMENTS BY DIVISIONS (PT. B FUNDED PROGRAMS)

	1968	1973
Agriculture	23,236	25,598
Distributive education	2,110	6,689
Health	1,488	4,087
Home economics 09.02	2,005	2,560
Business and office	4,153	8,575
Technical	3,998	4,693
Trade and industry	16,904	38,273
Total	53,894	90,475

Note: Oklahoma had a 67.9 percent growth in enrollment from part B funds since 1968.

TABLE IV.—EXEMPLARY PROGRAMS AND PROJECTS

	1968	1973
Number of programs	9	15
Number of persons	135	2,110

TABLE V.—CONSUMER AND HOMEMAKING ENROLLMENTS (Pt. F Funds)

Year	1968	1973
Enrollments	30,403	32,624

Note: Consumer and homemaking has increased enrollments by 7.3 percent since 1968.

TABLE VI.—COOPERATIVE VOCATIONAL EDUCATION (Pt. B AND G)

	1968	1973
CVE part G		1,752
Co-op. part B	3,712	7,891
Total	3,712	9,643

TABLE VII.—WORK STUDY PROGRAMS

	1963	1968	1973
Work study enrollment		434	496

TABLE VIII.—RESIDENTIAL VOCATIONAL EDUCATION

	1963	1968	1973
Number of schools	1	1	1
Enrollment	1,100	1,600	2,600

TABLE IX.—FEDERAL, STATE, AND LOCAL EXPENDITURE BY PURPOSE 1969–73

[In percent]

Purposes	State and local matching funds required	State and local funds provided 1970	1971	1972	1973
Pt. A-102 (b), disadvantaged	0	0	2	3	6
Pt. B, State programs	50	78	80	74	78
Pt. C, research	25	28	30	26	44
Pt. D, exemplary	0	4	4	3	27
Pt. F, consumer and homemaking	50	92	90	88	87
Pt. G, cooperative	0	66	49	34	59
Pt. H, work study	20	20	24	22	22
Average		78	79	73	77

A survey of graduates of vocational and technical education training programs in Oklahoma was conducted in 1973 and the results show that most graduates felt the skill training they received was very good to excellent. When asked if they would take the same vocational program again, provided they could start over, 87 percent indicated that they would. Most graduates found it easy to adapt to the equipment on the job. Over three-fourths of the former students said the equipment in their classes was similar or superior to that on the job. The graduates regarded their vocational instructors very highly in the areas of teaching, quality, knowledge, and interest shown towards students. The students indicated that their teachers were helpful in job placement, counseling, career decisions, and providing learning experiences.

Employers were also surveyed. When asked if they were satisfied with the employees' vocational training, 87 percent indicated that they were. They were asked to rate quality of work produced by the employee and 90 percent rated the quality as average or above. Tables X and XI provide follow-up data for the 1972–73 graduates and a five year follow-up of graduates from vocational and technical training in Oklahoma.

TABLE X.—FOLLOW-UP OF 1972–73 GRADUATES FROM OKLAHOMA VOCATIONAL AND TECHNICAL EDUCATION

Program area	Percent available for the labor force	Percent employed related	Percent in school related
Agriculture	39	74	36
Distributive education	53	84	24
Health	72	88	14
Home economics (gainful)	36	62	22
Business and office	55	80	24
Technical	46	89	38
Trade and industry	61	74	15
Average	52	79	25

TABLE XI.—5-YEAR FOLLOW-UP OF GRADUATES TRAINED BY VOCATIONAL AND TECHNICAL EDUCATION IN OKLAHOMA

Program area	Percent available for the labor force	Percent employed related
Agriculture	61	71
Distributive education	59	85
Health	42	93
Home economics (gainful)	40	70
Business and office	58	77
Technical	73	91
Trade and industry	51	72
Average	53	80

The State Department of Vocational and Technical Education administers the manpower training programs for the state of Oklahoma. The state has a residential skill training center at Sulphur, skill centers located in Oklahoma City, Tulsa, and Tahlequah, and inmate training centers located at Hodgins and Lexington, Oklahoma. Planning has been done for the conversion to the Comprehensive Employment and Training Act. There should be very little difficulty in administering programs under the Act.

There are currently twenty area vocational and technical training districts in Oklahoma. Seventeen of these districts are in operation. In 1973–74, the Area Vocational-Technical Training Schools of Oklahoma enrolled approximately 22,000 students. Of this number, 10,755 were either secondary students or full-time adults. Studies indicate that Oklahoma needs 28 area vocational and technical training school districts in order to have occupational training accessible to all persons within the state and to provide a comprehensive vocational program in order for individuals to have the opportunity to receive training in a career they desire. Increased cost of land acquisition, construction, and equipment has placed a burden on state and local sources of revenue in the establishment of area vocational-technical schools. Additional sources of revenue are needed in order to provide the state a comprehensive area vocational-technical school system. Table XII shows the funds expended for construction and equipment.

Oklahoma has one of the most advanced curriculum centers in the nation. Curriculum on the behavioral objective approach has been developed in all occupational areas. The center in Oklahoma has been designated as a regional center for the coordination of curriculum development. The curriculum materials are utilized by all occupational areas, in addition, they are sought after by many of the other states. Oklahoma has provided the leadership for curriculum area throughout the nation. Even with these advancements, we have only been able to make a small dent in the 135 different occupational training programs we currently offer in Oklahoma. Demands are constantly being placed upon the state department for new training programs and new technologies are constantly making it necessary to revise the existing curriculum materials.

The State Department of Vocational and Technical Education has assumed the role of leadership in career education for the state. The program has been developed and tested in a comprehensive high school in Sand Springs, Oklahoma. The program will be continued in that school system and the career education concept will be expanded to the total county of Tulsa next year. In addition to projects, the State Department of Vocational and Technical Education maintains a complete career education library as well as coordinating the development of career education in the state.

Currently, 29.96 percent of the freshmen in the state of Oklahoma are enrolled in occupational education. 29.12 percent of the sophomores are enrolled, 40.10 percent of the juniors are enrolled, and 48.32 percent of the seniors are enrolled for an average of 36.22 percent of grades nine through twelve who are enrolled in occupational education. Table XIII contains the number and percentages of secondary students currently receiving training in Oklahoma. There are currently 7,875 post secondary students enrolled in technical education. This represents a small percentage of the post secondary enrollment in the two year junior and community colleges in the state of Oklahoma. There are currently 39,229 adults trained in preparatory and supplemental vocational and technical education in Oklahoma. This is a token of the potential of adults that need training in order to prepare themselves for an occupational or to upgrade themselves in their current occupation.

TABLE XII.—CONSTRUCTION AND EQUIPMENT

Year	Local	State	Federal	Total
1963		9, 942. 07		9, 942. 07
1964		9, 925. 14		9, 925. 14
1965	1, 572, 974. 61	7, 334. 98	1, 606, 570. 72	3, 186, 880. 31
1966	1, 832, 080. 25	247, 957. 87	1, 601, 856. 88	3, 681, 895. 00
1967	2, 059, 279. 00	199, 485. 00	1, 759, 302. 00	4, 018, 066. 00
1968	1, 174, 258. 00	111, 010. 00	1, 445, 194. 00	2, 730, 462. 00
Total	6, 638, 591. 86	585, 655. 06	4, 967, 010. 60	12, 191, 257. 52
1969	1, 232, 642. 00	324, 912. 00	907, 729. 00	2, 465, 283. 00
1970	1, 057, 422. 00	1, 150, 400. 00	253, 369. 00	2, 461, 191. 00
1971	3, 134, 642. 00	1, 825, 000. 00	1, 893, 881. 00	6, 853, 526. 00
1972	682, 002. 00	525, 000. 00	1, 358, 721. 00	2, 565, 723, 00
Total	6, 106, 708. 00	3, 825, 312. 00	4, 413, 703. 00	14, 345, 723. 00
1973	1, 073, 963. 00	255, 261. 00	408, 272. 00	1, 737, 498. 00
1974	3, 060, 000. 00	2, 120, 000. 00	250, 000. 00	5, 430, 000. 00

TABLE XIII.—OKLAHOMA VOCATIONAL ENROLLMENTS AND PERCENTAGES FOR GRADES 9-12 (SCHOOL YEAR 1972-73)

Grades	9	10	11	12	Total
Original entries	51, 416	50, 858	46, 806	41, 461	190, 541
Vocational-technical enrollment	15, 406	14, 812	18, 768	20, 036	69, 022
Percentage enrollment	29. 96	29. 12	40. 10	48. 32	36. 22
Percentage enrollment 11 and 12 combined			43. 96		

With 84 percent of the jobs in Oklahoma being at less than the professional level, a great need still exists. It is apparent that Oklahoma is reaching approximately half of the youth who should be preparing themselves for the labor force. A study conducted by the State Department of Vocational and Technical Education with business, industry, and government services in the state indicates that 148,340 persons currently employed need some kind of upgrade training annually. This leaves 129,511 individuals annually needing training that is not currently being met by vocational and technical education training programs in the state. In addition, there are approximately 50,000 unemployed individuals annually that need either new training or upgrading in order to gain employment. Table XIV gives the trend in enrollments since 1963 and a projection for 1979.

Enrollments in the public schools in Oklahoma reveal that there will not be an appreciable decrease in enrollment over the next ten year period. If new industry keeps expanding as it has over the past six years, new demands will be placed on the State Department of Vocational and Technical Education to meet the manpower requirements.

It is evident that an increase in federal funds would increase the amount of state and local funds being generated and expended for vocational and technical education. The percentage increase of the last five years from federal funds was 66 percent while the increase of state and local funds was 73 percent. This increase has resulted in a 50 percent increase in enrollment in vocational and technical education in Oklahoma since 1968. If federal funds were doubled we would still not be meeting the needs of individuals, industry, business and government services.

TABLE XIV.—VOCATIONAL EDUCATION ENROLLMENTS IN OKLAHOMA

	1963	1968	1973	1979[1]
Secondary	49, 087	57, 252	116, 127	145, 158
Postsecondary	495	3, 667	7, 875	11, 812
Adult	20, 086	26, 732	39, 229	58, 843

[1] Projected, based on historical growth.

STATEMENTS OF DR. LOWELL BURKETT, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION, ACCOMPANIED BY DR. MARY L. ELLIS, PRESIDENT, AVA; GEORGE QUARLES, CHIEF ADMINISTRATOR, OFFICE OF CAREER EDUCATION, BOARD OF EDUCATION OF THE CITY OF NEW YORK, BROOKLYN, N.Y.; AND DR. FRANCIS TUTTLE, STATE DIRECTOR, STATE DEPARTMENT OF VOCATIONAL-TECHNICAL EDUCATION, STILLWATER, OKLA.

Dr. Burkett. Thank you so much, Mr. Chairman. I want to congratulate you and the members of this committee for having accomplished a great thing for education with the acceptance of the conference report for H.R. 69.

Mr. Chairman, on behalf of the more than 50,000 vocational educators that are members of the American Vocational Association we thank you and the members of Congress for your interest in vocational education.

The purpose of this hearing is to take a look at the Vocational Education Amendments of 1968, and its impact on the Nation in the preparation of youth and adults for the world of work.

We want to also thank you and praise you for the work that you have done in the past in terms of providing a basis in legislation for the vocational program. The 1963 act and the 1968 amendments are good legislation.

We certainly do not want to do anything at all to destroy the outstanding work that this legislation has accomplished. We realize the validity of these acts. They have stimulated great advances in vocational education and have continued to provide growth and improvement in the program.

In the past 10 years there has been two national reviews of vocational education which resulted in the 1963 act and the 1968 amendments. We realize that there is time now, after some 6 years to really take a look at the act and see how well it is performing.

We want to cooperate with you in every way we possibly can to provide you, as the chairman of the committee, and the members of the committee all the information that you need to assess what the act has done and where we should be going in the future.

Unfortunately, the 1968 amendments did not provide a review procedure and, as a result of that, the American Vocational Association has put together a group of outstanding leaders in the field who have assembled and worked in our office for the past few months studying and getting together the information we think will be helpful to you.

We have, at this time, completed what we consider to be one of the first steps, and perhaps an important step, in the progress of this review. We have for you the results of this study.

If you would like to put it in the hearing at this time I would be delighted.

Chairman Perkins. Without objection, that will be inserted in the record. This is most important, and I think the Members of the House of Representatives would like to read it.

[The document referred to follows:]

DRAFT
FOR DISCUSSION ONLY

LEGISLATIVE PROPOSALS FOR VOCATIONAL EDUCATION

A Study

Sponsored by

NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION

Conducted by

American Vocational Association
1510 H Street, NW
Washington, D.C. 20005
(202-737-3722)

August 1, 1974

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ava

August 1, 1974

DEAR VOCATIONAL EDUCATOR

Enclosed herewith you will find a copy of the report of the study of the Vocational Education Amendments of 1968, and proposals for strengthening and improving the legislation

This study was conducted under the auspices of the American Vocational Association with support from the National Association of State Directors of Vocational Education. Eight States provided the financial resources and the State directors of these States served as advisors to the study.

The staff conducting the study was comprised of two well-known and highly respected vocational educators, Dr. Melvin L. Barlow (California) and Mr. Victor Van Hook (Oklahoma).

After developing an initial draft many individuals and organizations made suggestions. This draft represents a compromise point of view which hopefully will be accepted as a basis for consideration of future vocational education legislation.

Sincerely,

Lowell A. Burkett

Lowell A. Burkett
Executive Director

cc: Deputy U.S. Commissioner of Education
for Occupational and Adult Education

Executive Director,
National Advisory Council on Vocational Education

FOREWORD

Why is this study necessary? More than a decade ago a point of view developed that at periodic intervals the national program of vocational education should be studied in order to adjust Federal legislation for vocational education according to social, economic, and technological needs. The Vocational Education Act of 1963 determined (as recommended by the Panel of Consultants on Vocational Education) that the interval should be five years. Accordingly, in 1966, the President appointed an Advisory Council to make a study of vocational education, and required that the Council make its report not later than January 1, 1968. This report was made on schedule and subsequently the Congress designed and passed the Vocational Education Amendments of 1968. No legislative procedure now exists for periodic reviews of vocational education and seven years have now passed since the last major study of the legislative needs of vocational education.

Early in 1974 a consortium of State Directors of Vocational Education pooled some of their funds for the purpose of conducting a study of the legislation with a view toward providing a base of information for the Congress to use in connection with proposed oversight hearings concerning vocational education, and to determine if changes in legislation were necessary in order for vocational education to serve more effectively more of the people of the nation as they prepare for, and advance in, the world of work.

The consortium of State Directors of Vocational Education requested that the American Vocational Association manage and conduct the study. A draft of the study, dated June 1, 1974, was prepared for review and discussion. Hundreds of persons and organized groups across the nation

(Foreword cont'd)

responded to the first draft. Upon the recommendations received about the study of vocational education a second draft, dated August 1, 1974, was prepared which represents as nearly as possible a consensus.

This draft proposes that the Vocational Education Act of 1963 be amended and reorganized on the basis of five major TITLES, with each TITLE consisting of several PARTS. To date, the study of vocational education confirms what many people have suspected, that the Vocational Education Amendments of 1968 is on the whole a very good piece of legislation and that not too much is actually wrong with the '68 Amendments. However, the study does provide an opportunity to tighten up certain parts of the present law based upon the experience of the past few years of operation and to expand the services of vocational education.

TITLE I, provides for the Federal and State administration of vocational education, the National Advisory Council, State advisory councils, and a new PART concerning statewide planning for vocational education.

TITLE II, provides an emphasis upon vocational guidance and exploration. Attention to this priority area is essential in order to assure quality vocational education programs in the future. Providing youth and adults with the opportunity to make realistic vocational choices, based upon a clear understanding of self in relation to that choice, is urgent in the rapidly changing social and economic scene.

TITLE III, Vocational Education Program Support, takes into account all of the vocational education programs, secondary, postsecondary, and adult, and in addition provides for student organizations in vocational education and for the use of the vocational education facilities of private non-profit and proprietary institutions.

(Foreword cont'd)

TITLE IV, brings out prominently for the first time in vocational education all of the service functions that support and add strength to the vocational education program of the nation. Provision is made for an expanded teacher education program, continuation of leadership development, in the form of graduate leadership development awards, and an emphasis upon placement and followup. In addition, Title IV provides for student support programs in the form of work-study funds and stipends in order to make possible a new "outreach" program in vocational education to assist those persons who have fallen through the cracks in the educational and social structure, and to enable them to fill a more appropriate place in the world of work.

TITLE V, accounts for applied research, curriculum development, exemplary demonstration and implementation programs, and for leadership development workshops, symposia, and projects.

Sole State Agency

This study expresses the point of view that policy and authority for the administration of vocational education in the State rests with the State Board for Vocational Education which is the sole State agency for vocational education with which the Federal Government cooperates in matters related to vocational education. The State Board shall not surrender its independence in the matter of the governance of vocational education in the State. The points of view expressed in this study provide for increased flexibility for the State to develop policy for vocational education governing programs and distribution of funds that does in fact provide for the unique needs for vocational education in that State.

(Foreword cont'd)

Statewide Planning

This study recommends strongly that the previous "State Plan" (which was largely a compliance document and not a State plan for vocational education) concept be replaced by a statewide planning document representing 4-6 years of forward planning and which is updated biennially. This plan must take into account *all* of the provisions of the Act, and the State is accountable for progress based upon the statewide plan. Acceptance of the provisions of Federal law for vocational education can be accomplished by a simple Act of the State legislature.

Leadership at the Federal Level

Strong leadership, with authority at the Federal level, has been a traditional aspect of vocational educational which has served the nation well during the past 57 years. Such leadership and authority must be assigned to the U.S. Commissioner of Education and vested in the Deputy U.S. Commissioner for Occupational and Adult Education. Staffing of the Bureau of Occupational and Adult Education should be in accord with the total expenditures (Federal, State, and local) in vocational education. The authority of the Deputy Commissioner should not be delegated to regional administrators or to other agencies or offices. Professional personnel of exemplary competence must be assigned to the office of the Deputy Commissioner for Occupational and Adult Education in accordance with the size of the national program of vocational education.

Funding Premise

This study is based on the premise that it is appropriate for the Congress to provide block funds for each of the TITLES which are apportioned to the States. Funds for TITLE V would be shared on a 50-50 basis with the

(Foreword cont'd)

Office of Education and the States. Funds assigned to the Office of Education would be regarded as discretionary funds for vocational education to be administered by the Deputy Commissioner for Occupational and Adult Education.

Periodic Reviews of Vocational Education

It is strongly recommended that the Congress incorporate in proposed revisions of the Vocational Education Act of 1963 the concept of periodic reviews of vocational education. [See Title I, pp. 14 and 15] In this way the Congress can take stock of the program of vocational education in the Nation and can make adjustments in the program with added clarity and precision.

Establishment of National Priorities

The establishment of National priorities should be the responsibility of Congress.

Lowell A. Burkett
Project Director

Melvin L. Barlow
Project Administrator

Victor Van Hook
Project Consultant

LEGISLATIVE PROPOSALS FOR VOCATIONAL EDUCATION

TITLE I - GENERAL PROVISIONS

This TITLE contains the Declaration of Purpose of Vocational Education; definitions of a variety of terms referred to in the legislative proposals and in P.L. 90-576; statements related to the overall administration of vocational education; three PARTS, A,B,& C, for which funding is suggested; and funding recommendations. All quotations refer to wording in P.L. 90-576. Suggested additions to P.L. 90-576 are shown by underlining, and deletions are shown by a series of dashes through the words to be deleted.

Declaration of Purpose

"It is the purpose of this Act to authorize Federal grants to States to assist them to maintain, extend, and improve existing programs of vocational education, to develop new programs of vocational and prevocational education, and to provide part-time employment for youths who need the earnings from such employment to continue their vocational training on a full-time basis, to provide stipends to selected youth, young adults, and adults who are unemployed or underemployed and who need such education to adjust their employment to their abilities, so that persons of all ages in all communities of the State--those who must develop an awareness of and orientation to the world of work and must have an opportunity to explore occupational areas of their choice with the assistance of competent vocational guidance and counseling, those in high school who desire to prepare for the world of work, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in postsecondary schools--will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training"

Definitions

(1) Vocational education. "The term 'vocational education' means vocational or technical training or retraining which is given in schools or classes (including field or laboratory work and remedial or related academic and technical instruction incident thereto) under public supervision and control or, by private non-profit or proprietary schools under contract with a State Board or local educational agency and is conducted as part of a program designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations and in new and emerging occupations or to prepare individuals for enrollment in advanced technical education programs, but excluding any program to prepare individuals for employment in occupations which the Commissioner determines, and specifies by regulation, to be generally considered professional ~~or~~ and which requires a baccalaureate or higher degree; and such term includes vocational guidance and counseling (individually or through group instruction) in connection with such training or for the purpose of facilitating occupational choices; instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training; the term also includes health, allied health, and service occupations, vocational home economics (consumer and homemaking education and occupational home economics), and vocational education student organizations; job placement and followup; the

training of persons engaged as, or preparing to become, teachers in a vocational education program or preparing such teachers to meet special educational needs of handicapped students; teachers, coordinators, supervisors, or directors of such teachers while in such a training program; leadership development programs designed to provide high level education for emerging leaders in vocational education; travel of students and vocational education personnel while engaged in a training program; and the acquisition, maintenance, and repair of instructional supplies, teaching aids, and equipment, but such term does not include the construction, acquisition, or initial equipment of buildings or the acquisition or rental of land."

(2) Prevocational. The term 'prevocational' refers to instruction related to the development of awareness, orientation, and exploration of occupational opportunities, such as may be provided for youth in elementary and secondary schools, and for out-of-school youth and adults, which is designed to acquaint such persons with the many ways that people work, and which facilitates the process of choosing a career, vocation, occupation, or job, which is appropriate for the person concerned. [Ignorance of available vocational opportunities can prevent access to them as effectively as restrictions rooted in racial, ethnic, or religious discrimination.]

(3) Postsecondary and Adult Vocational Education. The term 'postsecondary and adult vocational education programs' means education, training, retraining, or upgrading for persons sixteen years of age and older, who have completed, graduated, or left secondary or elementary school before graduation. Postsecondary and adult programs are either *preparatory* to entering employment, or are *supplementary* to employment. Postsecondary and adult vocational education programs are conducted by many different kinds of

institutions such as: area vocational schools, community colleges, occupational centers, junior colleges, technical institutes, adult schools, adult departments of comprehensive high schools, business or trade schools; and departments of colleges or universities that provide instruction designated by State law to be eligible to provide vocational education. Postsecondary and adult vocational education programs include preparation for any occupation for which there is a reasonable expectation for employment, except those occupations specified by regulation by the Commissioner to be professional and which require a baccalaureate or higher degree.

(4) Area Vocational Education School. "The term 'area vocational education school' means (A) a specialized high school used exclusively or principally for the provision of vocational education to persons who are available for study in preparation for entering the labor market, or (B) ~~the department of~~ a high school ~~exclusively or principally used for~~ providing vocational education in no less than five different occupational fields to persons who are available for study in preparation for entering the labor market, or (C) a technical or vocational school used exclusively or principally for the provision of vocational education to persons who have completed or left high school and who are available for study in preparation for entering the labor market, or (D) the department or division of a junior college or community college which provides vocational education in no less than five different occupational fields~~, under the supervision of the State Board~~ leading to immediate employment but not ~~necessarily~~ leading to a baccalaureate degree, if it is available to all residents of the State or an area of the State designated and approved by the State Board, and if, in the case of a school, department, or division described in (C) or (D), it

admits as regular students both persons who have completed high school and persons who have left high school."

(5) School Facilities. "The term 'school facilities' means classrooms and related facilities (including initial equipment) and interests in lands on which such facilities are constructed. Such term shall not include any facility intended primarily for events for which admission is to be charged to the general public."

(6) Construction. "The term 'construction' includes construction of new buildings and acquisition, expansion, remodeling, and alteration of existing buildings, and includes site grading and improvement and architect fees."

(7) Commissioner. "The term ' Commissioner' means the Commissioner of Education, and the term 'Secretary' means the Secretary of Health, Education, and Welfare."

(8) Persons with special needs. The term 'persons with special needs' means persons who are or have been adversely affected by physical, academic, socio-economic, or other factors and conditions which require special supportive educational assistance and services in order to succeed in vocational education programs. The term includes persons who are *handicapped*, that is, "persons who are mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled or other health impaired persons who by reason thereof require special ~~education and related~~ services;" and persons who are *disadvantaged*, that is, "persons who have academic, socio-economic, or other ~~handicaps~~ disadvantagements which ~~that~~ prevent them from succeeding in a regular vocational education program."

(9) State. "The term 'State' includes in addition to the several states, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands."

(10) State Board. "The term 'State board' means a State board designated or created by State law as the sole State agency responsible for the administration of vocational education, ~~or~~ and for supervision of the administration thereof by local educational agencies, in the State."

(11) Local educational agency. "The term 'local educational agency' means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political sub-division in a State, or any other public educational institution or agency having administrative control and direction of a vocational educational program."

(12) Secondary vocational education. The term 'secondary vocational education' means the level of vocational education or training which does not extend beyond grade 12.

(13) Private vocational training institution. "The term 'private vocational training institution' (private non-profit or proprietary) means a business or trade school, or technical institution or other technical or vocational school, in any State, which (A) admits as regular students only persons who have completed or left elementary or secondary school and who have the ability to benefit from the training offered by such institution; (B) is legally authorized to provide, and provides within that State, a

program of vocational or technical education designed to fit individuals for useful employment in recognized occupations; (C) has been in existence for two years or has been specially approved by the Commissioner as an institution meeting the other requirements of this subsection; and (D) is accredited (i) by a nationally recognized accrediting agency or association listed by the Commissioner pursuant to this clause, or (ii) if the Commissioner determines that there is no nationally recognized accrediting agency or association qualified to accredit schools of a particular category, by a State agency listed by the Commissioner pursant to this clause, or (iii) if the Commissioner determines that there is no nationally recognized or State agency or association qualified to accredit schools of a particular category, by an advisory committee appointed by him and composed of persons specially qualified to evaluate training provided by schools of that category, which committee shall prescribe the standards of content, scope, and quality which must be met by those schools and shall also determine whether particular schools meet those standards. For the purpose of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations and State agencies which he determines to be reliable authority as to the quality of education or training afforded."

(14) Community College. The term 'community college' means any junior college, postsecondary vocational school, technical institute, or any other educational institution (which may include a four-year institution of higher education or a branch thereof) in any State which: (1) is legally authorized within such State to provide a program of education following secondary education; (2) admits as regular students persons who are high school graduates or the equivalent, or who are beyond compulsory school age; (3) provides a two-year postsecondary educational program leading to an

associate degree, or provides acceptable credit toward a bachelor's degree, and also provides programs of postsecondary vocational, technical, occupational, and specialized education; (4) is a public or private institution; (5) is accredited as an institution by a nationally recognized accrediting agency or association, or if not so accredited--(A) is an institution that has obtained preaccreditation status from a nationally recognized accrediting body, or (B) is an institution whose credits are accepted on transfer, by not less than three accredited institutions, for credit on the same basis as if transferred from an institution so accredited.

(15) Residential school facility. The term 'residential school facility' means a school facility used for residential vocational education purposes. Such term also includes dormitory, cafeteria, and recreational facilities, and such other facilities as the Commissioner determines are appropriate for a residential vocational education school.

(16) Operation of Residential School. The term 'operation of residential school' used for the purpose of a residential school facility means maintenance and operation, and includes the cost of salaries, equipment, supplies, and materials, and may include but is not limited to other reasonable costs of services and supplies needed by residential students, such as clothing and transportation.

(17) Industrial arts education programs. The term 'industrial arts education programs' means those prevocational education programs (1) which pertain to the body of related subject matter, or related courses, organized for the recreational, organizational, managerial, social, historical, and cultural aspects of industry and technology including learning experiences involving activities such as experimenting, designing, constructing, evaluating, and

using tools, machines, materials, and processes which provide opportunities for creativity and problem solving and assisting individuals in the making of informed and meaningful occupational choices.

(18) Programs involving education and training outside the classroom. The term 'programs involving educational and training outside the classroom' means (A) Cooperative vocational education program--A program of vocational education for persons who, through a cooperative arrangement between the school and employers, receive instruction--including required academic courses and related vocational instruction--by the alternation of study in school with a job in any occupational field. These two experiences must be planned and supervised by the school and employers so that each contributes to the student's education and to his employability. Work periods and school attendance may be on alternate half-days, full days, weeks, or other periods of time. (B) Work experience (exploratory)-- A program which provides students with the opportunity to observe and sample systematically a variety of work conditions in order to determine whether they wish to pursue certain careers and to ascertain their suitability for occupations being explored. The purpose of the program is not to develop saleable skills. Such programs are supervised by a teacher-coordinator and occupational representatives. (C) Work experience (general)--a program having as its purpose the supervised part-time employment of students in order to assist them in acquiring desirable work habits for and attitudes toward the world of work. The part-time job held by a student need not be related to his occupational objective.

Such programs are supervised by a teacher-coordinator and an occupational representative. (D) Work study--A program designed to provide financial assistance, through part-time employment, to students who have been accepted for full-time enrollment in vocational education programs and require such aid in order to continue in vocational training. The part-time employment is based on the financial need of the student and is not necessarily related to his career objective.

(19) Nonpublic School. The term'nonpublic school' means a school established by an individual, institution, or agency other than the State, subdivisions of the State or the Federal Government, which usually is supported primarily by other than public funds, and the operation of whose program rests with other than publicly elected or appointed officials.

(20) Occupational Education Opportunity Grant. The term 'occupational education opportunity grant' means grants provided to all eligible students of exceptional need who, for the lack of such a grant, would be unable to obtain the benefits of an occupational or vocational education program or service.

(21) Vocational Home Economics Education. The term 'vocational home economics education' (consumer and homemaking education and occupational home economics education) means instructional programs, services, and activities at all educational levels for: (1) the occupation of homemaking including, but not limited to, consumer education; food and nutrition; family living and parent education; child development, care and guidance; housing and home furnishings; home management; clothing and textiles; and, (2) employment in home economics occupations in the above areas. Such programs, services, and activities are designed to help individuals and families

improve home environments, quality of personal and family life and to prepare youth and adults for employment in home economics occupations.

(22) Preparatory and Supplementary Education

The term 'preparatory' means education and training that is preparatory to employment, such as vocational education programs provided in the high school for inschool students, and some programs in postsecondary and adult vocational education that provide instruction leading to the first employment of an individual.

The term 'supplementary' means education and training that is supplementary to employment of an individual, such as the kinds of instruction provided for an employed skilled craftsman (or unemployed skilled craftsman) which is designed to supplement existing skills and knowledges for the purpose of upgrading and updating such persons in order that they may compete more effectively in the labor market, or otherwise provide for advancement in their occupational area.

Administration

(1) State Administration of Vocational Education

Any State desiring to participate in the program authorized by this Act shall in accordance with State law "designates the State board as the sole agency for administration of the State plan for vocational education, and for supervision of the administration thereof by local educational agencies; the State board shall be the sole State agency for determining final policy for fiscal management and administration."

The State board may delegate responsibility for operation and supervision of vocational programs to other appropriate State agencies, but it may not delegate final policy making to any other agency or Board. In all matters of vocational education the federal government works directly with the State board.

The State board is responsible for: (1) preparing statewide planning documents (representing 4-6 year plans)which are updated on a biennial basis; such plans are to be prepared on a fiscal year basis and are to be filed biennially on July 1, with the Commissioner of Education; (2) receipt and distribution of federal vocational education funds within the State in accordance with the State plan which outlines the State's plan of distribution of funds; federal funds for each Title of this Act are received by the State without specific recommendations (other than set asides) for distribution of funds, and except that the State is required to allocate funds to TITLE I, PART C, and to all PARTS of TITLES, II, III, IV, and V, unless otherwise provided in the Act; (3) preparing an annual report on vocational education for submission to the Commissioner based upon reporting requirements determined by the Commissioner; (4) conducting annual evaluations of State and local programs of vocational education with emphasis upon availability of vocational education with the State, labor force needs, job opportunities, placement, national priorities (such as persons with special needs, economically depressed areas, and other national priorities as determined by the Congress), and fiscal management; (5) providing arrangements whereby individual institutions, groups of institutions, or local educational agencies may appeal and obtain a hearing from the State administrative agency with respect to policies, procedures, programs, or allocation of resources under this Act with which such institution or institutions or such agencies disagree; (6) working effectively with the State Advisory Council on Vocational Education.

The Commissioner shall approve any administrative arrangements which meet the requirements of this Act and shall not finally disapprove any such arrangements without affording the State administrative agency a reasonable opportunity for a hearing.

(2) Federal Role Related to Administration of Vocational Education

(A) Bureau of Occupational and Adult Education. The Bureau, established under the provisions of P.L. 92-318, "shall be responsible for the administration of this Act, the Vocational Education Act of 1963, and its amendments, the Adult Education Act, functions of the Department of Health, Education, and Welfare and the Office of Education relating to manpower training and development, functions of the Office relating to vocational, technical, and occupational training in community and junior colleges, and any other Act vesting authority in the Deputy Commissioner for vocational, occupational, adult and continuing education and for those portions of any legislation for career education which are relevant to the purposes of other Acts administered by the Bureau, and the Bureau shall have authority over the administrative and fiscal matters relating to this Act, and other Acts relating to vocational education, and shall provide technical assistance to the States, and the staffing of the Bureau shall be in accord with the total expenditures (federal, State, and local) in vocational education."

(B) Vocational Education Leadership. Under the direction of the Bureau (and its associated offices) a concerted national effort shall be developed to provide within the Bureau a leadership posture which can assist State agencies for vocational education to expand vocational education programs and improve the quality of such programs; the leadership posture must be manifest in the quality of professional staff in the Bureau and in the kinds of services provided by the Bureau to the States such as: (1) standards of quality for all facets of vocational education; (2) evaluation and accountability criteria and procedures; (3) monitoring of specific vocational education programs, particularly those related to national priorities; (4) dissemination of applied research and curriculum developments in such form as to be immediately adaptable to local vocational education programs; (5) development and use of a national vocational education data system; (6) preparation of an annual report for the President and the Congress related to the status, achievements, directions, and needs of vocational education in the nation; (7) assisting State boards for vocational education to prepare and evaluate State planning documents (and to make reports concerning 4-6 year projections from State planning documents);

(8) developing national reviews of vocational education to provide evidence for the Congress that the intent of this Act is being carried out in all of the States; (9) planning and conducting (or contracting with appropriate agencies to plan and conduct) national and regional workshops and symposia; (10) and other similar service functions which the Bureau determines will enhance the development of vocational education in the States.

(C) Federal Administration. "Nothing contained in this ~~title~~ Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system."

Periodic Review of Vocational Education Programs and Laws

(a) The President shall, during 1980, appoint a Panel of Consultants on Vocational Education for the purpose of reviewing the administration of vocational education programs for which funds are appropriated pursuant to this Act and other vocational education Acts and making recommendations for improvement of such administration, and reviewing the status of and making recommendations with respect to such vocational education programs and the Acts under which funds are so appropriated.

(b) The Panel shall be appointed by the President without regard to the civil service laws and shall consist of twelve persons who shall, to the extent possible, include persons familiar with the vocational education needs of management and labor (in equal numbers), persons familiar with the administration of State and local vocational education programs, other persons with special knowledge, experience, or qualification with respect to vocational education, and persons representative of the general public.

(c) The Panel is authorized to engage such technical assistance as may be required to carry out its functions, and the Secretary shall, in addition, make available to the Panel such secretarial, clerical, and other assistance and such pertinent data prepared by the Department of Health, Education, and Welfare as it may require to carry out such functions.

(d) The Panel shall make a report of its findings and recommendations (including recommendations for changes in the provisions of the vocational education Acts) to the President, such report to be submitted not later than January 1, 1982, after which date such Panel shall cease to exist. The President shall transmit such report to the Congress.

(e) The President shall also from time to time thereafter (but at intervals of not more than five years) appoint a Panel of Consultants on Vocational Education, with the same functions and constituted in the same manner as prescribed for the Panel in the preceding subsections of this section. Each Panel so appointed shall report its findings and recommendations, as prescribed in subsection (d), not later than July 1 of the second year after the year in which it is appointed, after which date such Panel shall cease to exist.

(f) Members of the Panel who are not regular full-time employees of the United States shall, while serving on business of the Panel, be entitled to receive compensation at rates fixed by the President but not exceeding $200 per day, including travel time; and while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by law for persons in Government service employed intermittently. [Adapted from the Vocational Education Act of 1963.]

PART A

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

"(1) ~~There-is-hereby-created-a~~ The National Advisory Council on Vocational Education (hereinafter referred to as the 'National Council'), created by P.L. 90-576 is hereby continued for the duration of this Act as an independent National Council consisting of twenty-one members appointed by the President, without regard to civil service laws, for terms of three years, ~~except that-(i)-in-the-case-of-the-initial-members,--seven-shall-be-appointed-for terms-of-one-year-each-and-seven-shall-be-appointed-for-terms-of-two-years each~~, and ~~(ii)~~ appointments to fill vacancies shall be only for such terms as remain unexpired. The National Council shall be independent of the provisions of the 'Federal Advisory Committee Act' and the 'General Education Provisions Act'. The Council shall include persons--

"(A) representative of labor and management, including persons who have knowledge of the semiskilled, skilled, and technical employment in such occupational fields as agriculture, home economics, distribution and marketing, health, trades, manufacturing, office and service industries, and persons representative of new and emerging occupational fields,

"(B) familiar with manpower problems and administration of manpower programs,

"(C) knowledgeable about the administration of State and local vocational education programs, including members of local school boards,

"(D) experienced in the education and training of handicapped persons, "(E) familiar with the special problems and needs of individuals disadvantaged by their socioeconomic backgrounds,

"(F) having special knowledge of postsecondary and adult vocational education programs, and

"(G) representative of the general public who are not Federal employees, including parents and students, except that they may not be representative of categories (A) through (F), and who shall constitute no less than one-third of the total membership. In appointing the Council as required in (A) through (G) the President shall also insure appropriate cross-sectional representation on the basis of sex, minorities, and geography.

"The National Council shall meet at the call of the Chairman, who shall be selected by the President, but not less than four times a year.

"(2) The National Council shall--

"(A) advise the President, Congress, Secretary, and the Commissioner concerning the administration of, preparation of general regulations and budget requests for, and operation of, vocational education programs supported with assistance under this title;

"(B) review the administration and operation of vocational education programs under this title, and other pertinent laws effecting vocational education and manpower training, including the effectiveness of such programs in meeting the purposes for which they are established and operated, make recommendations with respect thereto, and make annual reports of its findings and recommendations (including recommendations for changes in the provisions of this title and other pertinent laws) to the President, the Congress, the Secretary, and to the Commissioner ~~for-transmittal-to-the-Congress~~; and

"(C) conduct independent evaluations of programs carried out under this title and publish and distribute the results thereof.

"(3) Members of the National Council who are not regular full-time employees of the United States shall, while serving on business of the National Council, be entitled to receive compensation not in excess of the daily rate of a GS 18 ~~at-rates-fixed-by-the-President,-but-not-in-excess-of-$100-per-day,~~ including travel time; and, while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5 of the United States Code for persons in Government service employed intermittently.

"(4) The Council is authorized, without regard to the civil service laws, or the Classification and Pay Act, to engage such technical assistance as may be required to carry out its functions, and to this end there are hereby authorized to be appropriated for ~~the~~ each fiscal year $500,000. ~~ending June-30,-1969,-$100,000,-and-for-the-fiscal-year-ending-June-30,-1970,-and each-of-the-two-succeeding-fiscal-years,-$150,000,~~

"(5) The National Council shall review the possible duplication of vocational education programs at the secondary, postsecondary and adult levels and at the Federal level and within geographic areas, and shall make annual reports of the extent to which such duplication exists, together with its findings and recommendations, to the President, the Congress, the Secretary, and to the Commissioner.

In making these reports, the Council shall seek the opinions of persons familiar with ~~postsecondary-and-adult~~ vocational education, and manpower training, in each State from schools, junior colleges, technical institutes, and other institutions of higher education, as well as from State boards of education, State junior college boards, and State boards of higher education, and persons familiar with area schools, labor, business and industry, accrediting commissions, proprietary institutions, and manpower programs. In addition the Council is authorized to call meetings of the State Councils in order for the State Councils to provide advice to the National Council.

"(6) The National Council may accept, in the name of the Department of Health, Education, and Welfare, and employ or dispose of grants, gifts, or bequests, to carry out its responsibilities under this title.

PART B

STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION

"(1) Any State which desires to receive a grant under this Act ~~title~~ for any fiscal year shall establish a an independent State Advisory Council, which shall be appointed by the Governor or, in the case of States in which the members of the State board are elected, by such board, and which shall--

"(A) include as members ~~a-person-or-persons--~~

"(i) at least one person familiar with the vocational needs and the problems of management ~~and-labor~~ in the State, and at least one person familiar with the vocational needs and problems of labor in the State, and ~~a~~ at least one person ~~or-persons~~ representing State industrial and economic development agencies.

"(ii) at least one person representative of postsecondary vocational schools, junior or community colleges or ~~and~~ other ~~institutions-of-higher-education~~ postsecondary or adult education agencies or institutions, which ~~may~~ provide programs of vocational or technical education and training,

"(iii) at least one person ~~familiar-with-the-administration-of local-vocational-education-programs,-and-a-person-or-persons~~ having special knowledge, experience, or qualifications with respect to the administration of State and local vocational education programs ~~and~~ but who ~~are~~ is not currently involved in the administration of State or local vocational education programs.

"(iv) at least one person familiar with programs of technical and vocational education, ~~including-programs~~ in comprehensive secondary schools, or area vocational schools,

"(v) at least one person representative of local education agencies, involved in an administration or planning role in vocational education, ~~and-a-person-or-persons-who-are-representative-of-school boards,~~

"(vi) at least one person who is representative of the Manpower Service Council in the State, ~~and-vocational-agencies-in-the-State, including-a-person-or-persons-from-the-Comprehensive-Area Manpower-Planning-System-of-the-State,~~

"(vii) at least one person representing school systems with large concentrations of persons who have special academic~~ally~~, social~~ly~~, economic~~ally~~, and cultural~~ly-disadvantaged-students~~ needs,

"(viii) at least one person having special knowledge, experience or qualifications with respect to the special educational needs of physically or mentally, or handicapped persons, ~~and~~

~~"(ix)--representative-of-the-general-public,-including-a-person-or persons-representative-of-and-knowledgeable-about-the-poor-and disadvantaged,-who-are-not-qualified-for-membership-under-any-of the-preceding-clauses-of-this-paragraph,~~

"(ix) at least three persons, each of whom is currently employed in a business, industry, or service for which vocational education is offered to present or prospective employees,

"(x) at least one present or a recent vocational education student who is not qualified for membership under any of the preceding clauses of this paragraph,

"(xi) at least three persons who are lay citizens including at least one person representative of and knowledgeable about the poor and disadvantaged, who are not qualified for membership under any of the preceding clauses of this paragraph,

"(xii) at least one person having special knowledge, experience, or qualifications with respect to career development, job placement, job development or job adjustment, and

"(xiii) at least one person who is representative of school boards or trustees of a local education agency or public institution providing programs of vocational education.

[The appointing authority shall be responsible for achievement of balanced representation on the State Advisory Council on Vocational Education with regard to geography, sex, and ethnicity.]

"(B) advise the State board on the development of and policy matters arising in the administration of the State plan submitted pursuant to this ~~part-B-of-this-title,~~ Act, including the preparation of long-range and bi-annual program plans, ~~pursuant-to-paragraphs-(4)-and-(5)-of-section 123-(a)~~;

"(C) evaluate the statewide vocational education programs, services, and activities assisted under this ~~title~~ Act, and publish and distribute the results thereof; and

"(D) prepare and submit through the State board to the Commissioner and to the National Council an annual evaluation report, accompanied by such additional comments of the State board as the State board deems appropriate, which (i) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the program objectives set forth in the long-range program plan and the annual program plan ~~provided-for-in paragraphs-(4)-and-(5)-of-section-123-(a)~~, and (ii) recommends such changes in such programs, services, and activities as may be warranted by the evaluations.

"(2) Not less than ninety days prior to the beginning of any fiscal year ~~ending-after-June-30,-1969~~, in which a State desires to receive a grant under this ~~title~~ Act, that State shall certify the establishment of, and membership of, its State Advisory Council to the Commissioner.

"(3) Each State Advisory Council shall meet within thirty days after certification has been accepted by the Commissioner and select from among its membership a chairman. The time, place, and manner of meeting shall be as provided by State law and by the rules of the State Advisory Council, except that such rules must provide for not less than one public meeting each year at which the public is given opportunity to express views concerning vocational education.

"(4) State Advisory Councils are authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable them to carry out their functions under this ~~title~~ Act and to contract for such services as may be necessary to enable them to carry out their evaluation functions.

"(c) From the sums appropriated pursuant to ~~section-102(c)~~ this PART for any fiscal year, the Commissioner is authorized (in accordance with regulations) to pay to each State Advisory Council an amount equal to the reasonable amounts expended by it in carrying out its functions under this ~~title~~ Act in such fiscal year, except that the amount available for such purpose shall ~~be-equal-to-1-per-centum-of-the-State's-allotment-under section-102,-but-such-amount-shall~~ not exceed $150,000 and shall be not less than $50,000."

FEDERAL FUNDING FOR PART B

In order to comply with the provisions of the Act a total of $4,315,844., would need to be appropriated for each fiscal year.

PART C

COMPREHENSIVE STATEWIDE PLANNING AND ACCOUNTABILITY FOR VOCATIONAL EDUCATION

The planning and accountability functions for vocational education are major State responsibilities.

Comprehensive Statewide Planning

The State board shall have the primary responsibility for the preparation of comprehensive statewide plans for vocational education. The State board shall designate a section of the unit administering vocational education under the State board to be responsible for preparing statewide plans for vocational education which will provide vocational education for all people within a State, and which will take into account all purposes of this Act. The planning group shall be administratively responsible to the State Director of Vocational Education.

The planning group shall consult with and involve other State boards, agencies, and councils (such as the State Advisory Council on Vocational Education) and local educational agencies in their planning activities.

In addition to the involvement of formally constituted State boards and councils, the planning group shall actively seek advice and suggestions from a variety of "other publics" in the formulation of comprehensive statewide plans for vocational education. However, the administrative responsibility for developing the statewide plan rests with the State board.

Statewide plans shall represent forward planning of not less than 4, or more than 6 years, and shall be updated biennially Both the original long-range plan, and the biennial update, are to be sent to the Commissioner for review, comment, and approval in terms of the provisions of the vocational education Act. Copies of the long-range plan, and the biennial update, are to be sent to the National Advisory Council on Vocational Education as information copies.

The statewide plan should consist of a detailed program of action involving an orderly arrangement of all parts of vocational education within the State. The statewide plan must provide an educational framework so that all persons leaving secondary schools are prepared either to enter meaningful productive employment, or to enter other educational programs that will lead to employment; such plans must make provision for full utilization of postsecondary vocational education (training and retraining) to prepare persons for employment; and such plans must provide for *supplementary* vocational education for adults who have entered, or are re-entering, the labor market and need job training, employability skills or retraining to achieve job stability or to advance in employment, and provide *preparatory* instruction for adults who are entering the labor market for the first time.

The statewide plan must be built around a number of basic elements of vocational education such as: population needs analysis, job market analysis, job performance analysis, curriculum resources, teacher education, leadership development, program planning, program review, vocational education promotion, student recruitment, counseling and guidance, vocational instruction, placement and followup, and evaluation; and must take into full account national priorities (such as provision for *disadvantaged* and *handicapped* persons), and State priorities for vocational education.

In allocating funds to serve persons with special needs, each statewide plan shall include provisions to deal effectively with the unique problems of urban school districts, rural areas, and other special segments of the State's population.

The State shall encourage local comprehensive planning for vocational education and copies of such plans for all districts participating in vocational education under this Act shall be on file in the office of the State Director of Vocational Education.

The Commissioner may promulgate guidelines for the formulation of a statewide plan to assure uniformity among the States. Statewide plans may, however, be expanded by a State beyond the limits established by the Commissioner.

Comprehensive Statewide Accountability Reports

Concurrently with the presentation of each biennial statewide plan, after the first biennial plan, the State shall issue an accountability report indicating the extent to which the State has achieved the goals indicated two years earlier.

FEDERAL FUNDING FOR TITLE I

TITLE I makes provision for continuing the funding provisions for the National Advisory Council on Vocational Education and for the State Advisory Councils on Vocational Education. Funding recommendations follow the provisions of the Vocational Education Amendments of 1968 with only minor technical changes to be made in the legislation.

PART C of TITLE I is new. One of the national needs for vocational education is for statewide planning and accountability. Previously, specified sums to accomplish this task have not been specifically allocated, with the result that the States vary widely in the ways in which a total statewide plan has been developed. The provisions of PART C require a new planning document (for which the States become accountable) and which will provide opportunity for the States to plan adequately for all persons in the State.

It is recommended that the amount authorized for statewide planning be apportioned to each State on the basis of its total population.

PART A	National Advisory Council on Vocational Education	$500,000.
PART B	State Advisory Councils on Vocational Education	$4,315,844.
PART C	Statewide Planning and Accountability	$20,000,000.
	TOTAL	$24,815,844.

LEGISLATIVE PROPOSALS FOR VOCATIONAL EDUCATION

TITLE II PREVOCATIONAL EDUCATION

It is the intent of this TITLE to provide prevocational education in the form of occupational awareness and orientation in grades 1 through 6, occupational exploration in grades 7 through 14 and for out-of-school youth and adults, so that they can make realistic vocational choices and plans. Reaching such goals involves providing opportunities through curriculum and specialized activities which enable individuals to discover their interests, abilities, and values in relation to awareness, orientation, exploration and decision-making, and planning as applied to the world of work.

Funds applied to this TITLE will be used principally for staff development, curriculum preparation, applied research and development, and specialized staff support. Funds for this TITLE will be provided to the States on a population basis and the programs indicated in TITLE II will be administered by the State board for vocational education in each of the States.

How can individuals choose that which they know nothing about? How can they examine avenues which, because of stereotyped attitudes or misinformation, they do not perceive as being acceptable? Why do we have an oversupply of college graduates and an undersupply of skilled craftsmen in many fields? Why have new vocational education programs been initiated in some communities and students have failed to enroll? Why are many students turned off with school? Why does youth unemployment continue to increase?

The following array of facts support the seriousness of the problems underlying the above questions:

1. The unemployment rate among 16-19 year-olds--those in the "gap" between school and jobs--is roughly 15 percent and rising (over 30 percent for blacks.

(Title II, cont'd)

2. A study of one large city showed that 63 percent of those who leave its high schools don't know what they will do next.

3. A recent survey of college and university students showed that 79 percent found their biggest problem to be that of determining what to become; 71 percent said that the second biggest problem was finding someone who could help them decide.

4. Thousands of youth are "roaming" the nation trying to find "their thing."

5. We have a surplus of Ph.D's in some fields, and college degrees beyond our needs in many occupational areas.

6. We have manpower shortages in many emerging career areas.

7. Some of the "best and brightest" find education not relevant to their lives.

8. We have many individuals, older, minority, and female, left out of meaningful roles in our culture.

These facts indicate that children, youth, and adults must become more informed about themselves and about work. A prevocational education program is needed that is far different from that which has emerged thus far in the educational system.

Previously a strong emphasis has been given to the employment of school counselors who work on an individual basis with youths. Administrative guidelines required the establishment of a counseling office which has gradually led counselors to be perceived as members of the administrative team rather than the instructional team. Further, the fact that counselors were located outside the curriculum made it difficult for students to find time to receive counseling assistance. This gradually led, in many

(Title II, cont'd)

instances, to counselors gradually assuming quasi-administrative roles. Under this thrust, the answer to improvement of the quality of guidance was to add an additional counselor just like those already employed. In most instances, this approach did not result in a substantial change in achieving desired student outcomes in terms of career development.

Historically, guidance was considered a part of the curriculum as the means by which desired student guidance objectives were achieved. Group guidance, career orientation, career exploration, career planning, job placement clinics, and prevocational activities are examples of typical curriculum efforts that have been suggested to achieve certain guidance goals. Further, if one considers the guidance student outcome goals presented in terms of what will be required for their achievement, the conclusion is easily reached that they cannot be achieved without a strong sequential curriculum content and learning experience at each educational level. The achievement of these goals probably is as difficult to achieve as are those of the basic skills and will require an equal effort. Guidance goals cannot be achieved without a sequential curriculum pattern. It must be recognized that individual counseling is an individualized curriculum experience designed to facilitate the achievement of guidance student goals. However, individual counseling alone will fall far short of achieving desired student objectives. Career guidance must be an integral part of the curriculum at each educational level.

Career guidance curriculum can serve as an individual's management by objectives. Such a program can serve to provide a vehicle for immediate, intermediate, and long-range goals. Such a program would allow students to move from the first awareness and orientation to exploration to the acquiring of entry-level skill to increased competency at the technician level and finally to the professional level should they be so inclined.

CONCEPTS IN CAREER DEVELOPMENT PROGRAMS

1. Awareness

Success in the world of work is largely dependent upon such attitudes as the desire to work, ability to accept responsibility, dependability, adaptability, loyalty, respect for the dignity of all kinds of work, pride in accomplishment, cooperation, and appreciation of quality workmanship. All of these concepts are initiated through career awareness.

Career awareness logically begins in the elementary grades. It functions, however, as a life long continuous process occurring over time. This process allows students to continuously improve and sharpen their basis for decision making; their career planning skills; the clarification of their value systems as these are related to the working world; to develop problem solving skills; to clarify and discover themselves in terms of their talents and interests, and to develop an enlightened awareness of the economic system and how to use it to influence their own environment.

2. Orientation

As students become aware of the variety of options available, and/or of interest, they will require a more concentrated volume of knowledge about some of the career fields and how they relate to these fields. This acquisition of knowledge about careers, and a person's relationship to them, can begin early in elementary school and continue throughout the individual's active life.

(Title II, cont'd)

The fundamental function of orientation is to assist the individual in learning about self characteristics (interests, aptitudes, values) and environment in terms of career options. Neither youth nor adults are able to select an occupation if they are not aware of the existence of that occupation. Students need contact with a variety of occupational groups, representing all levels within the occupational families, so that they can imagine themselves in these various work roles. Students need assistance in seeing the geographic distribution of jobs and to recognize moving to another geographic location as one means of seeking work.

A variety of activities should be designed to promote student self and career orientation. Such an approach should also provide for the student to see direct relationships between school work and the activities of the working world.

3. Exploration

Through the use of real (or simulated) work experiences, exploration allows individuals to consciously penentrate the context of such activities for the purpose of examining them for the purpose of clarifying or modifying their career self concepts. Exploration is an active process with two specific dimensions. The first of these dimensions features simulated or direct work experiences which allow the students to test themselves in a variety of occupations through hands-on experiences. These activities are followed by structured, i.e., group guidance, experiences designed to aid the individual in interpreting the meaning a particular experience had for him.

(Title II, cont'd)

Exploration should occur at each level of education. It can be integrated through activities that allow students to apply the concepts and skills of different subject matter disciplines in the performance of a variety of work activities from a cross section of occupations. Exploratory activities can also be taught through courses prepared for that specific purpose. Such courses would be added to the school curriculum or else be added as a result of redirecting existing courses, such as industrial arts, home economics education, business and office education, health, agriculture, and other instructional areas. Teachers of such courses would require special training to cultivate the particular skills needed to provide in-depth exploratory experiences.

4. Decision Making and Planning

The development of decision making and planning skills does not begin when the student reaches high school. The development of these skills must start in the primary grades. Throughout their educational careers, students must be allowed to make decisions and to formulate and follow through with plans to implement decisions made.

Decision making is a logical process for arriving at one of the many significant career decisions that the individual must make. Students must be taught decision making skills as they relate to careers. They must be able to apply scientific problem solving techniques within a career context. First, a student must recognize the need for making a decision and be able to specify the particular decision to be made; second, he must be able to use an array of resources in determining the range of alternatives; third, he must assess the desirability and probability of the alternatives as these relate to self and environment; fourth, the students must choose in terms of the present and the future as they perceive them. The career decision-making process becomes the mediator between the individual's career self-concept at a given time and the environmental demands and options at that time. It is important that students develop increasing skills and effectiveness in decision-making.

It is not enough for an individual to arrive at a career decision; it is of equal importance that the individual develop plans and make the commitment necessary for the implementation of that decision.

Decision-making is a process for making choices significant to career development. Planfulness is an orientation toward the use of planning and management skills for assessing and redirecting progress in career development. In pursuing career development objectives, the students should apply certain modern management skills, including identification of tasks to be mastered in arriving at the desired objective; establishing a schedule; beginning a plan; continually evaluating his progress; and making necessary modification in both plans and objectives.

Decision-making and planning skills can be developed through each curriculum area at each educational level. Specialized courses in education and career decision-making and planning are emerging at the secondary and postsecondary levels.

5. Vocational Counseling

The vocational focus of counseling must be expanded for all students at all levels. The following statements are illustrative of this concern.

1. Prevocational counseling is needed to help students consciously assess the meaning of planned work type experiences.

(Title II, cont'd)

2. Students need counseling to help them relate their abilities, interests, and personal desires to possible career options.
3. Students need intensive vocational and educational counseling during high school.
4. Students need vocational counseling to help them make choices concerning courses in vocational education at the secondary, postsecondary and adult levels.
5. Students need job adjustment counseling.

Educational and vocational concerns present a pivot point for counseling. Personal problems should be considered particularly as these problems impinge upon educational and vocational problems. The counseling function must be perceived broadly and often is a part of other guidance functions such as orientation, placement, and outreach. It is not seen as always separate and distinct.

At the national level vocational counseling is judged as being inadequate. Research indicates that vocational counseling is the least available and the most needed service.

EXPECTED OUTCOMES

Prevocational education as provided in this TITLE should provide:

1. To provide for children in grades 1 through 6 an opportunity to become aware of the occupational world that surrounds them; to become aware that work is something that people do and that one day in the future they will become a part of that world of work; and to become aware of their personal interests in a variety of kinds of work.

(Title II, cont'd)

2. Students in grades 7 through 10 an opportunity to sample a variety of occupational roles; to see themselves as an adult worker; to develop a positive outlook toward the economic system; to develop a sense of control over their vocational life; and to relate their present role as a student to their future role as a worker.

3. Students in grades 11 and 12 an opportunity to formulate career planning and decision-making skills; to be able to make tentative career decisions and test them; to acquire skills necessary for finding, obtaining and maintaining a job; and to either continue their education upon leaving the secondary school or to obtain employment.

4. Individuals, ages 16 through 24 years of age, with an understanding of the options available to them through postsecondary vocational-technical education; assist individuals entering postsecondary vocational education in selecting an appropriate curriculum offering, to plan and implement their next step upon completing a vocational curriculum.

5. Adults with vocational guidance necessary to maintain an established career; to develop new skills to move away from a declining career field; to develop mid-career job seeking skills and to clarify their occupational goals in terms of new information about themselves and the world of work.

6. Early school dropouts and out-of-school youth with assistance in obtaining employment and follow through support necessary for them to achieve job success and upward occupational mobility.

USES OF FEDERAL FUNDS

PART A Staff Development

1. Preservice and inservice personnel development to adequately orient and prepare teachers, paraprofessionals,

(Title II, cont'd)

guidance personnel, administrators, coordinators, supervisory personnel, and parents to the concepts incorporated in TITLE II.

Priority should be placed on:

(a) Preparing personnel to develop and implement for students in grades 1 through 10 career awareness, orientation, and exploration courses.

(b) Preparing personnel to develop and implement for students in grades 11 through 14, and for students in adult programs, career planning, and decision-making courses.

(c) Preparing personnel to fuse career awareness, orientation, exploration, planning and decision-making concepts into each academic and vocational curriculum areas.

(d) Preparing personnel to provide leadership for vocational guidance and exploration programs at the local level.

(e) Preparing personnel to develop and implement community observation, and work experience for junior and senior high school students.

(f) Preparing personnel to provide follow through counseling and job placement assistance not otherwise covered in TITLE IV to early school dropouts.

PART B Prevocational Curriculum Development

1. Acquisition and or development of curriculum materials, equipment purchase and resource development to support prevocational instruction in grades 1 through 14, and for adults.

Priority would be given to:

(a) Developing and obtaining materials and equipment for career centers and for exploration courses in secondary and postsecondary schools.

(Title II, cont'd)

(b) Developing and disseminating brochures, booklets, briefs and catalogs to orient students to opportunities available through secondary, postsecondary and adult vocational education.

(c) Developing and disseminating brochures, booklets and briefs that provide all persons in all communities with information about occupations, occupational clusters and occupational projected demands at the local, State and national levels.

(d) Developing and obtaining curriculum materials for career awareness and exploration courses, for career orientation, decision-making and planning courses and for fusing career oriented activities and content into each curriculum area.

(e) Developing and obtaining student assessment materials and equipment.

(f) Maximize the integration of instructional areas such as industrial arts, home economics education, business education, agricultural education, and others as appropriate, into the prevocational curriculum development effort.

PART C Program Development and Implementation

This part allocates funds to:

(a) Provide services in the areas of career center operation, occupational materials handling, and as supplemental assistants to prevocational program activities.

(Title II, cont'd)

(b) Initiate new vocational guidance and exploration programs. Funds allocated could, in part, be used to support staff time to develop and implement career awareness, orientation and exploration courses, career decision-making and planning courses, and related services, including vocational counseling.

(c) Offer extended year employment and release time to staff to implement internship program for students in work setting related to different academic discipline and the students tentative career choice; to implement summer community work experience programs; indepth exploration and career planning courses for students with special needs.

(d) Provide travel for students and staff to participate in observation and work experience activities in the community.

(e) Provide exchange programs between schools and the business/industrial community.

(f) Support pilot and demonstration projects, including related research, to promote the concepts of vocational guidance and exploration at all educational levels, including those not otherwise covered in this TITLE.

(Title II, cont'd)

FEDERAL FUNDING FOR TITLE II

In projecting vocational guidance needs for 1980 the following basis was used:

First, based on 1971-72 figures 21,770,000 were enrolled in grades 7 through 12. Further, it is projected that by 1980 8,047,621 persons will be enrolled in postsecondary and adult vocational education. Thus, it is projected by 1980 that a total of 29,817,621 persons in grades 7 through postsecondary and adult will need vocational guidance. Second, the assumption is made that the first year (1976) would involve providing a guidance and exploration program to 40 percent of those persons enrolled in grades 7 through postsecondary and adult (29,817,621) and extending the number of persons by 10 percent per year, the program in TITLE II would reach 80 percent of the students by 1980. Third, the cost estimate to provide vocational guidance and exploration is $5.00 per person per year.

The total number of persons to be served and the recommended Federal funding for each year is as follows:

Fiscal Year	Persons to be Served	Federal Funding
1976	11,927,000	$59,635,000
1977	14,909,000	$74,545,000
1978	17,891,000	$89,455,000
1979	20,872,000	$104,350[illegible]
1980	23,854,000	$119,270,000

LEGISLATIVE PROPOSALS FOR VOCATIONAL EDUCATION

TITLE III VOCATIONAL EDUCATION PROGRAM SUPPORT

It is intended that TITLE III provide general financial support for all programs, at all levels, for all students (except as provided by other Titles for special programs). From the standpoint of educational level, TITLE III includes all high school (secondary) postsecondary, and out-of-school youth and adults including those persons at these educational levels who are disadvantaged, handicapped, or who otherwise have special needs.

Funding is suggested for TITLE III to encompass PARTS A through E. Such funding is suggested as a block grant for TITLE III with the provision that the State Board in each State determine percentage allocations to the various parts according to their needs.

All quotations refer to wording in P.L. 90-576. Suggested additions to P.L. 90-576 are shown by underlining, and deletions are shown by a series of dashes through the words to be deleted.

Introduction

From the standpoint of kinds of education and training to be provided TITLE III includes all occupations (except those determined by the Commissioner as professional and requiring a baccalaureate or higher degree) for which vocational education is needed. Included are the kinds of vocational education and training which are either *preparatory* to employment or *supplementary* to employment. Implied is a definite renewal of the outreach characteristic for vocational education at all levels.

When planning and delivering vocational education programs at the various levels such programs (secondary, postsecondary, and adult) should coordinate their programs with each other and with private non-profit and proprietary schools to provide optimum services to their common population with the minimum of unnecessary duplication. With reference to the Vocational Education Amendments of 1968, TITLE III includes Sec. 102(b), Parts B,E,F, & G. Vocational education is intended (now as always) as the bridge between people and their work--nearly all people and nearly all kinds of work.

(Title III, cont'd)

From the reports of PROJECT BASELINE, Learning a Living Across the Nation, Vols. 1 and 2, 1971, 1972, summary items about the total program of vocational education indicate that:

- Vocational education is a part of a larger educational system in which people of all ages and interests are being prepared for useful employment in a variety of ways.

- Vocational education is the major delivery system of publicly supported training of skilled workers by a wide margin (93 percent in vocational education).

- The percentage of minority groups enrolled in vocational education is higher than the percentage of minority in the total population.

- Extensive and far-reaching new developments are taking place in vocational education

- Vocational education is making a definite impact upon the employment market.

- The States vary widely in the extent to which they implement vocational education programs.

- The scope of vocational education covers the occupations in which an overwhelming majority of workers are employed.

(Title III, cont'd)

Available evidence about student enrollment and the vocational education program generally indicate that vocational education is in fact serving more students each year, and that they are enrolled in a broad spectrum of the job classifications of the nation. However, in a work force of approximately 90 million people almost 12 million people are earning below a poverty level wage of $4,000. Over 6 percent, or 5.4 million appear to be unemployed, although this figure varies in both directions, therefore, approximately 17 million people are currently unemployed or under-employed and would benefit from vocational education. Many of these are early leavers from school, and people with special educational needs related to their search for satisfactory employment.

Despite an exceptional record in the past, vocational education must serve more people, and in more occupational areas, in order to maximize its social and economic contribution to the national welfare.

1. What is the size of the student population in vocational education and how is it changing?

For FY'73 the actual enrollment in vocational education was 12,072,445 which was distributed by educational level as follows:

Total	12,072,445	(100%)
Secondary	7,353,962	(60.9%)
Postsecondary	1,349,731	(11.2%)
Adult	3,368,752	(27.9%)

Enrollment in vocational education has increased at roughly 9 percent per year. Assuming the same increase in enrollment by FY'80 the total enrollment in vocational education will be more than 21 million students.

(Title III, cont'd)

Of the total enrollment in FY'73, 13.3 percent (1,601,634) of the students were classified as disadvantaged and 1.9 percent (228,086) were classified as handicapped.

The dramatic impact of vocational education upon the total population is shown by the substantial increases in enrollment per 1,000 total population.

Fiscal Year	Total Enrollment in Vocational Education	Enrollment in Vocational Education per 1,000 total Population
1961	3,855,564	21.4
1966	6,070,059	31.3
1971	10,[illegible]95,411	51.6
1972	11,602,144	56.3

2. What are some of the objectives for future enrollment and program growth in vocational education?

A. To provide by 1980 vocational education programs and services to the following people to prepare them for employment: 65 percent of those in secondary schools; 25 percent of those between the ages of 18 and 21; and annually 10 percent of those in the labor force.

B. To provide by 1980 vocational education to prepare a minimum of 70 percent of all secondary, postsecondary, and adult disadvantaged students for employment.

C. To provide by 1980 vocational education to prepare a minimum of 70 percent of all secondary, postsecondary, and adult handicapped students for employment.

(Title III, cont'd)

D. To provide by 1980 programs for the identification of job opportunities and aggressive placement of all students, who are available for placement, graduating from or leaving full-time vocational-technical education, secondary, postsecondary, and adult programs with marketable skills.

E. To provide by 1980 for work opportunities for all youth who need such assistance to prepare for entrance into or remain in vocational education.

F. To provide by 1980 vocational education facilities and equipment to prepare secondary, postsecondary, and adult students for employment for the persons to be served in A,B, and C.

G. To provide by 1980 residential vocational centers to serve 100,000 out-of-school and out-of-work youth.

H. To provide by 1980 a process whereby all people will have access to occupational information and assistance in making decisions about career options.

3. Elements that facilitate improvement and expansion in vocational education.

Much of the growth in vocational education has resulted from ingenuity and innovation by local education agencies. Still, the need and potential for improved and extended vocational education has outrun the supply of such services. The purpose of this Act is to influence the required improvements and extensions by supporting the capability of State and local agencies to utilize numerous facilitating elements such as:

A. Residential school facilities

B. Community classrooms

C. New and expanded programs to meet special needs of students

D. Aggressive placement and followup programs

(Title III, cont'd)

E. Affirmative outreach emphasis in all programs

F. Prevocational education

G. Extended implementation of student organizations

H. Industry-education, labor, and community involvement

I. Occupational education opportunity grants, including stipends

J. Expanded work-study program to retain potential dropouts

K. Open-entry, open-exit programs

L. Inter-level cooperation in planning and implementing educational programs

M. Intensified vocational guidance and counseling

N. Articulation of educational experience and requirements between levels in order to increase numbers of students to be served at the postsecondary level.

O. Apprenticeship

P. Other elements which the States find are conducive to providing better vocational education programs

Q. Incentives to employers to stimulate occupational experience for students outside the classroom

4. What have been the relationships between vocational education enrollment and Federal funding?

Data concerning Federal expenditures and vocational education enrollment during the fifteen year period, 1960-1975, indicate the following relationships:

(Title III, cont'd)

Fiscal Year	Federal Expenditure	Total Enrollment in Vocational Education
1960	$45,313,236	3,768,149
1964	55,026,875	4,566,390
VEA'63		
1965	156,936,015	5,430,611
1966	233,793,671	6,070,000
VEA'68		
1970	300,045,568	8,793,960
1971	396,378,405	10,495,411
1972	466,029,820	11,602,144
1973	482,390,800	12,072,445
1974	548,603,000*	13,397,000 (Proj)
1975	543,700,000**	14,461,000 "

* Appropriated
** Budget Recommendation

Full authorization (VEA'68 & EPDA, Part F) = $880,000,000.

When the President's Panel of Consultants on Vocational Education studied vocational education during 1961-62, it came to the conclusion that vocational education should have a total funding of $400,000,000 to serve 8,000,000 students. Five years later, 1967-68, the President's Advisory Council on Vocational Education studied vocational education. Between these two major studies of vocational education the Nation experienced major social distress. Consequently, when the Advisory Council reported its findings to the Congress it did so with full knowledge of the contribution vocational education could make toward social and economic stability--of particular concern was vocational education for persons who had fallen through the cracks in the social, economic, and educational structure.

(Title III, cont'd)

In order to serve disadvantaged and handicapped students in particular, and a larger group of students in general, and to provide other specialized services, the Council recommended funding of $1,565 million, to serve 10,950,000 students.

In effect, by virtue of VEA'68, the Congress gave the educational community a mandate to place an emphasis upon vocational education as a preventive measure related to many of the social, educational, and economic problems of the Nation, and recommended an authorization of $880,000,000. Unfortunately, appropriations have fallen far short of the funding authorizations. Neither the present funding authorizations, nor the actual appropriations, are large enough to enable vocational education to carry out its Congressional mandate.

Federal funding has had a magic about it which causes more State and local dollars to be expended with increases in Federal funding; the effects of the '63 Act and the '68 Amendments show this clearly. Roughly, at the present time, and on a national basis, $1 of Federal money expended for vocational education causes $5 of State and local funds to be expended f vocational education--this ratio varies among the States reaching high values, for example of 1 to 11 in Massachusetts and 1 to 10 in Connecticut.

The concept of vocational education representing a partnership between the States and the Federal government, a partnership which provided that the States would match dollar for dollar the Federal investment, has exceeded all expectations. The States have so overmatched the Federal investment that Federal funding would have had to exceed $2.2 billion in 1972 before matching would have been on an equal basis.

(Title III, cont'd)

PART A

SECONDARY SCHOOL VOCATIONAL EDUCATION PROGRAMS

Secondary school vocational education programs are offered in grades 9 through 12 to assist high school students to identify and pursue a vocational goal through preparation for an occupation, or a family or cluster of occupations. Occupational areas to be pursued through secondary school vocational education programs consist of any occupational area, (except those determined by the Commissioner to be professional and requiring a baccalaureate or higher degree) determined by the State board to be appropriate for secondary school vocational instruction.

Included in the secondary level of instruction are students who are *disadvantaged* or *handicapped* or who otherwise have special needs. To meet the needs of potential and recent dropouts, and to encourage them to enroll in vocational education, secondary programs must develop a definite "outreach" emphasis, providing where possible, "open-entry" "open-exit" programs to fit the needs of such students. Secondary programs may include remedial and technical instruction required to enhance employability skills.

Secondary school vocational education programs may be offered on or off campus (community classrooms) as appropriate, or in residential school facilities (including instructional and residential costs) for students who need such assistance to stay in school.

(Title III, cont'd)

PREPARATORY AND SUPPLEMENTARY VOCATIONAL EDUCATION
[Postsecondary and Adult]

Accounting for student enrollment in programs other than for high school students has become a problem in differentiation of enrollment into discreet groups such as postsecondary and adult. Not only do the States vary widely in how they identify a student as either postsecondary or adult, there are great variations within the States among the various institutions. PROJECT BASELINE detected that these discrepancies were indeed widespread among the States for the years 1970-72. No logical pattern has been discovered that can be applied uniformly to all institutions in all States to identify postsecondary and adult.

Basically the problem had its origin with the Vocational Education Act of 1963 which provided funding for postsecondary students. However, even prior to that time other designations such as: day, part-time, evening, extension, and others failed to provide for exact designations for each student.

During the period 1966-72, the postsecondary program grew in enrollment by 195 percent (from 442,097 to 1,304,092); the adult program by 21 percent (from 2,530,712 to 3,066,404). Enrollment data suggest that from time to time institutions within the States vacillate on the issue of how to designate a student as either postsecondary or adult because it is so difficult to distinguish between the two terms. For example, an 18 year old student who has completed high school and who enters a community college vocational education program actually fits both categories of postsecondary and adult. How does the institution report student enrollment? It depends largely upon the institution, and there are many different kinds of institutions offering

(Title III, cont'd)

vocational education programs for persons who are not regular high school students.

It is therefore recommended that vocational education abandon its enrollment reporting procedures for postsecondary and adult, and report instead enrollment in *PREPARATORY* or *SUPPLEMENTARY* programs, independent of the kind of institution (other than high school) in which enrollment occurs. Thus students in area schools, junior and community colleges, technical institutes, adult schools, regional occupational centers, joint vocational school districts, or any other kind of post-high school institutions, would be enrolled in programs that are either *PREPARATORY* to employment, or *SUPPLEMENTARY* to employment. [High school student enrollment is largely preparatory.]

It would not be necessary to abandon the terms postsecondary and adult, merely the reporting procedures for identification of student enrollment.

(Title III, cont'd)

PART B

POSTSECONDARY SCHOOL VOCATIONAL EDUCATION PROGRAMS

Postsecondary vocational education consists of training, or retraining, for persons who have completed, graduated, or left secondary (high) school. Postsecondary vocational education programs are conducted by many different kinds of institutions. [See definition, TITLE I]

Postsecondary vocational education includes preparation for any occupation for which there is a reasonable expectation for employment, including new and emerging occupations, (except those occupations specified by regulation by the Commissioner, to be professional and which require a baccalaureate or higher degree). Programs of vocational education conducted at the postsecondary level include both *preparatory* and *supplementary* instruction. [See definition, TITLE I]

Postsecondary vocational education received a significant emphasis with the Vocational Education Act of 1963, and the Amendments of 1968. Data on increases in enrollment, together with positive evidence that more youth are continuing their education after high school, are indications of the tremendous need for continued expansion of postsecondary vocational education. Twenty percent of all high school students who completed vocational education programs in FY'72 indicated a desire to continue their education in a postsecondary institution.

(Title III, cont'd)

PART C

VOCATIONAL EDUCATION PROGRAMS FOR YOUNG ADULTS AND ADULTS

Adult vocational education is designed to meet the unique needs of adults who have either completed or interrupted their formal education who are unemployed, seeking employment, or employed and who need further education and training to correct defects in employability skills, to achieve employment stability or to advance in employment. Programs conducted as adult vocational education are either *PREPARATORY* to employment or *SUPPLEMENTARY* to employment.

Vocational education's adult program must actively seek out employed young adults, and recent dropouts and graduates who did not obtain employment, and assist them in the adult vocational education program to correct defects in their employability skills; many such persons are improperly employed and their actual jobs are not directly related to their ability, interests, and capability to work. Failure to provide in this manner for young adults creates a ready supply of persons for welfare assisted programs and future poverty roles in society.

Many adults are forced by changing occupation and economic conditions to seek new careers (frequently more than once during their working lives) and expansion of vocational education to accommodate this situation is imperative.

A significant number of young adults and adults served by the adult component of vocational education need financial assistance in order to perfect, or redirect, employment skills. TITLE IV provides student support programs for this purpose.

The enrollment goal of adult vocational education is to provide by 1980 for the vocational education needs of 10 percent annually of the labor force. This means an enrollment in adult vocational education of approximately 10.4 million persons. In order to achieve this enrollment goal the rate of growth of adult vocational education will need to be doubled.

(Title III cont'd)

PART D

VOCATIONAL EDUCATION STUDENT ORGANIZATIONS

More than 1.4 million vocational education students were members of student organizations during FY'74. Activities of vocational education student organizations are an integral part of the instructional program. Enrollment is growing rapidly and the purposes of the student organizations are being accomplished with increased effectiveness each year.

Six major student organizations have been operationalized in vocational education: Future Farmers of America (FFA), organized in 1928; Future Homemakers of America (FHA), organized in 1945; Distributive Education Clubs of America, (DECA), organized in 1946; Vocational Industrial Clubs of America (VICA), organized in 1965; Future Business Leaders of America-Phi Beta Lambda, (FBLA-PBL), organized in 1942; and Office Education Association (OEA), organized in 1967.

Each of the student organizations has unique characteristics related to the instructional program. Each youth organization serves as a catalyst to implement changes to keep the school curriculum relevant to student and manpower needs. Members in each organization, through planned group activities in realistic teaching laboratories, practice democracy in action under the guidance of qualified adult leaders. Each organization has contributed to better schools, homes, and desirable family living, and has helped to instill a belief in the dignity of work providing students with opportunities for competition, showing pride in achieving goals and gaining satisfaction through recognition.

(Title III, cont'd)

Statewide planning documents must provide for strong State leadership and funding adequate to assure establishment, operation, and proper development of each vocational education student organization to the end that a national membership goal of six million students, or more, is reached and exceeded.

Funds allocated by the State to Part D, Title III are provided for the following purposes:

A. To provide staff positions and support in each of the instructional areas, at the federal, State, and local levels for purposes of administering each vocational education student organization to assure their responsible growth and relevance to policies and objectives of instructional programs.

B. To develop instructional materials and provide professional assistance, related to vocational education student organizations, to teacher education institutions to be incorporated into preservice and inservice teacher education programs.

C. To influence cooperation among student organizations to accomplish mutual goals and objectives of vocational education.

D. To aggressively involve members from business, labor, community and others in the operation and promotion of vocational student organizations.

E. To provide student recognition materials at State and regional levels.

(Title III, cont'd)

PART E

PRIVATE NON-PROFIT AND PROPRIETARY SCHOOLS

Programs authorized by this Act may be carried out through contractual arrangements with private non-profit and proprietary organizations and institutions where such arrangements can make a contribution to achieving the purposes of vocational education, and where evidence exists that such education will be substantially equivalent to that in the public sector, at a lesser cost, and can reduce duplication of facilities or can provide equipment or services not available in public institutions.

[See definitions, TITLE I]

(Title III, cont'd)

FEDERAL FUNDING FOR TITLE III

The discussion of vocational education in Title III is related to the Vocational Education Amendments of 1968, specifically:

Part A, Sec.102(b), Disadvantaged Students

Part B, State Vocational Education Programs

Part E, Residential Vocational Education

Part F, Consumer and Homemaking Education

Part G, Cooperative Vocational Education Programs

The Vocational Education Act of 1963 and the 1968 Amendments were monumental legislative accomplishments which have greatly enhanced the progress of vocational education. While this proposed Act re-arranges the sequence of the 1968 Amendments, makes minor technical changes and updates content to meet current needs, the basic purposes of former Acts remain unchanged. New emphases in Title III of this Act are: (1) expansion of the secondary, postsecondary, and adult programs to reach more students, and (2) renewal of a vigorous "outreach" objective for secondary, postsecondary and adult programs as a preventive measure to combat social and economic problems of persons in relation to their employment.

The total maximum federal funding authorized for vocational education in the Vocational Education Amendments of 1968 (in relation to this Title III), was $842,500,000.

Using this amount as a reasonable and appropriate authorization for FY 76, and using the enrollment projections for vocational education of the U.S. Office of Education for the period 1976-1980, the following funding recommendations are made:

(Title III, cont'd)

Fiscal Year	Enrollment Projection	Recommended Funding
1976	15,843,000	$842,500,000
1977	17,225,000	$916,025,000
1978	18,607,000	$989,520,000
1979	19,989,000	$1,063,000,000
1980	21,373,000	$1,136,600,000

In order to update the funding arrangements of Title III of this proposed Act, the following changes in Title I of PL 90-576 are recommended:

Section 102 is changed to read:

~~Section 102~~(a) "There are authorized to be appropriated ~~$355,000,000~~ $842,500,000 for the fiscal year ending June 30, ~~1969~~ 1976, ~~$565,000,000~~ $916,025,000 for the fiscal year ending June 30, ~~1970~~ 1977, ~~$675,000,000~~ $989,520,000 for the fiscal year ending June 30, ~~1971~~ 1978, ~~$675,000,000~~ $1,063,000,000 for the fiscal year ending June 30, ~~1972~~ 1979, and ~~$565,000,000~~ $1,136,600,000 for the fiscal year ending June 30, ~~1973~~ 1980 and each succeeding fiscal year for the purposes of ~~parts B and C~~ Title III of this ~~title~~ Act. ~~From the amount appropriated pursuant to the preceding sentence and allotted to each State under section 103, 90 per centum shall be available for the purposes of part B and 10 per centum shall be available for the purposes of part C.~~

"~~(b) There are also authorized to be appropriated $40,000,000 each for the fiscal years and ending June 30, 1969, and June 30, 1970, for the purposes of section 122(a)(4)(A). Nothing in this subsection shall be construed to affect the availability for such purposes, of appropriations made pursuant to subsection (a) of this section.~~

"~~(c) There are further authorized to be appropriated for each fiscal year such sums as may be necessary to pay the cost of the administration~~

(Title III, cont'd)

~~and development of State plans, the activities of advisory councils created under this title, and the evaluation and dissemination activities required pursuant to this title."~~

(b) Except as set forth in (d) and (e) of this section, funds allocated to each State under Title III will be available to the secondary schools, postsecondary schools and to vocational education programs for adults in proportion to the State plan identified needs for programs at each of these levels.

(c) Within each level, secondary, postsecondary, and adult, funds will be available to support the following:

STATE VOCATIONAL EDUCATION PROGRAMS

~~Sec. 122(a) "Grants to States~~ State allocations under this ~~part~~ category may be used in accordance with approved State plans ~~approved pursuant to section 123,~~ for the following purposes:

"(1) vocational education programs for high school students, including such programs which are designed to prepare them for advanced or highly skilled postsecondary vocational and technical education;

"(2) vocational education for persons who have completed or left high school and who are available for study in preparation for entering the labor market;

"(3) vocational education for persons (other than persons who are receiving training allowances under the ~~Manpower Development and Training Act of 1962 (Public Law 87-415)~~ Comprehensive Employment and Training Act of 1973 (Public Law 93-203), the Area Redevelopment Act (Public Law 87-27), or the Trade Expansion Act of 1962 (Public Law 87-794)) who have already entered

(Title III, cont'd)

the labor market and who need training or retraining to achieve stability or advancement in employment;

"(4) (A) vocational education for persons (other than handicapped persons defined in ~~section 108 (6)~~ Title I (8))who have academic, socioeconomic, or other disadvantagements that prevent them from succeeding in the regular vocational education program;

"(B) vocational education for handicapped persons who because of their handicapping condition cannot succeed in the regular vocational education program without special educational assistance or who require a modified vocational education program;

"(5) construction of area vocational education school facilities;

~~"(6) vocational guidance and counseling designed to aid persons not served in Title II and enumerated in paragraphs (1) through (4) of this subsection in the selection of, and preparation for, employment in all vocational areas;~~

"(7) provision of vocational training through contractual arrangements with private ~~vocational training institutions~~ non-profit and proprietary schools where such private ~~institutions~~ schools can make a significant contribution to attaining the objectives of the State plan, and can provide substantially equivalent training at a lesser cost, or can provide equipment or services not available in public institutions; and

"(8) ~~ancillary~~ services and activities not served in other parts of this Act to assure quality in all vocational education programs, such as ~~teacher training and supervision~~, program evaluation, construction, equipment purchase, work-study supervision and

(Title III, cont'd)

coordination, ~~special demonstration and experimental programs,~~ development of instructional materials, and ~~improved~~ State and local administration and leadership, including periodic evaluation of State and local vocational education programs and services in the light of information regarding current and projected manpower needs and job opportunities:

"(9) vocational education student organizations."

RESIDENTIAL VOCATIONAL EDUCATION

~~"For the purpose of demonstrating the feasibility and desirability of residential vocational education schools for certain youths of high school age, the Commissioner is authorized to make grants~~ States may allocate out of sums appropriated pursuant to ~~subsection (b)~~ TITLE III to State boards, to colleges and universities and with the approval of the appropriate State board, to public educational agencies, organizations or institutions funds for the construction, equipment and operation of residential schools to provide vocational education (including room, board, and other necessities) for youths, at least fifteen years of age and less than twenty-one years of age at the time of enrollment, who need full-time study on a residential basis in order to benefit fully from such education. In making such ~~grants~~ allocations, ~~the Commissioner shall give~~ special consideration shall be given to the needs of large urban areas having substantial numbers of youths who have dropped out of school or are unemployed and shall seek to attain, as nearly as practicable in the light of the purposes of this section, an equitable geographical distribution of such schools.

~~"There are authorized to be appropriated for the purpose of this section $25,000,000 for the fiscal year ending June 30, 1969, $30,000,000~~

(Title III, cont'd)

~~for-the-fiscal-year-ending-June-30,-1970,-and-$35,000,000-each-for the-fiscal-year-ending-June-30,-1971,-and-for-the-succeeding-fiscal year."~~

CONSUMER AND HOMEMAKING EDUCATION

Funds allotted under approved State plans "~~will~~ may be expended ~~solely~~ for (1) educational programs which (A) encourage home economics to give greater consideration to social and cultural conditions and needs, especially in economically depressed areas, (B) encourage preparation for professional leadership, (C) are designed to prepare youths and adults for the role of homemaker, or to contribute to the employability of such youths and adults in the dual role of homemaker and wage earner, (D) include consumer education ~~programs,~~ and (E) are designed for persons who have entered, or are preparing to enter, the work of the home~~, and (2) ancillary services, activities and other means of assuring quality in all homemaking education programs, such as teacher training and supervision, curriculum development research, program evaluation, special demonstration and experimental programs, development of instructional materials, provision of equipment, and State administration and leadership."~~--

COOPERATIVE VOCATIONAL EDUCATION PROGRAMS

From the sums appropriated to States pursuant to Title III, States may develop, within approved State plans, programs for cooperative vocational education as defined in Title I (18)(A) "A State, in order to participate in the program authorized by this ~~part~~ category, shall submit, as part of its State plan, to the Commissioner, through its State board, a plan which shall set forth policies and procedures to

(Title III, cont'd)

be used by the State board in establishing cooperative ~~work-study~~ programs through local educational agencies with participation of public and private employers. Such policies and procedures must give assurance that --

"(1) funds will be used only for developing and operating cooperative ~~work-study~~ programs as defined in ~~section-175~~ Title I which provide training opportunities that may not otherwise be available and which are designed to serve persons who can benefit from such programs;

"(2) necessary procedures are established for cooperation with employment agencies, labor groups, employers, and other community agencies in identifying suitable jobs for persons who enroll in cooperative ~~work-study~~ programs;

"(3) provision is made for reimbursement of added costs to employers for on-the-job training of students enrolled in cooperative programs, provided such on-the-job training is related to existing career opportunities susceptible of promotion and advancement and does not displace other workers who perform such work;

"(4) ancillary services and activities to assure quality in cooperative ~~work-study~~ programs are provided for, such as pre-service and in-service training for teacher coordinators, supervision, curriculum materials, and evaluation;

"(5) priority for funding cooperative ~~work-study~~ programs through local educational agencies, is given to areas that have high rates of school dropouts and youth unemployment;

(Title III, cont'd)

"~~(6) to the extent consistent with the number of students enrolled in non-profit private schools in the area to be served, whose educational needs are of the type which the program or project involved is to meet, provision has been made for the participation~~ of such students;

"(7) Federal funds made available under this part will not be commingled with State or local funds; and

"(8) such accounting, evaluation, and follow-up procedures as the Commissioner deems necessary will be provided.

"The Commissioner shall approve such part of its State plan which fulfills the conditions specified above, and the provisions ~~of part B~~ (relating to the disapproval of State plans) shall apply to this section."

"(d) Fifteen (15) percent of the total funds appropriated to each State under Title III, of this Act must be used exclusively for disadvantaged students as defined in Title I(8), of the remaining funds, ten (10) percent must be used exclusively for the benefit of handicapped persons, except that monies used specifically for disadvantaged and handicapped programs under the provisions of Title IV or Title V of this Act may be considered within the requirement of this part. (Note: Assuming full appropriation of the recommended Title III funding level for FY 1976, the sum to support FY 1976 programs for the handicapped would exceed Federal expenditures for these programs in FY 1973 by more than $14,000,000. In addition, other funding sources are to be considered in the State effort to provide total services to handicapped persons. Each State plan for

(Title III, cont'd)

vocational education shall establish the system for these purposes.)

"(e) of the total funds appropriated to each State, including those sums set aside in (d) of this section, at least thirty (30) percent must be allocated to postsecondary and adult education programs, both preparatory and supplementary."

LEGISLATIVE PROPOSALS FOR VOCATIONAL EDUCATION

TITLE IV VOCATIONAL EDUCATION PROGRAM SERVICES

Attention is focused in TITLE IV upon the services which are imperative to achieve quality vocational education programs. These services are: teacher education; placement and followup; student support programs; and leadership development.

Funds appropriated under this title are to be allocated to the States in a block grant with no specific set asides or recommended percentages as a guide for the States to follow. Each State will make its own allocations among the various parts of this title according to its needs, but each State must allocate sufficient funds to carry out the purposes of each PART. (Exception: Funds for Leadership Development, PART D, will be allocated on the same basis as provided for in P.L. 90-35, EPDA, PART F, Sec. 552. Thus each State will participate in this program, and in effect funds will be allocated to each State in support of their leadership selectees, even though funds will actually be spent in selected institutions designated by the Commissioner.)

All quotations refer to wording in P.L. 90-576. Suggested additions to P.L. 90-576 are shown by underlining, and deletions are shown by a series of dashes through the words to be deleted.

PART A

TEACHER EDUCATION

(For the purposes of this PART the term "teacher education" includes the preparation required for coordinators, supervisors, counselors, and administrators of vocational education.)

The Vocational Education Act of 1963, and the Vocational Education Amendments of 1968, subsumed teacher education under the titles of "ancillary" or "miscellaneous" services, with the result that teacher education tended to become lost among the total needs of vocational education. Not since the Smith-Hughes Act of 1917 has the importance of teacher education emerged prominently in Federal legislation. Permissiveness in legislation, and a variety of priorities among the States, have

(Title IV, cont'd)

caused funds to be diverted from teacher education to other program aspects.

Anticipated continued expansion of vocational education, and the outreach plan to be employed in the adult program, requires particular attention to teacher education. The problem is not solely an adjustment to larger numbers of teachers, but an adjustment to the needs of teachers of the handicapped, disadvantaged, youth outreach, and teaching problems related to retraining for complex occupations with changing qualities of sophistication.

The quality of vocational education in the future depends upon the same major element as it has been dependent upon in the past--the teacher. Attainment of quality in teacher education cannot be left to chance.

The Vocational Education Act of 1963 and the Amendments of 1968, caused a significant growth in the total program of vocational education, and in the number of teachers involved. During the eleven-year period, FY'61 through FY'72, the number of vocational education teachers increased from 93,579 to 235,658 or 152 percent, (13.8 percent per year). Projecting the number of teachers from 1973 to 1980, and accounting for increases at 10 percent per year (the rough long-range percentage increase) provision must be made for teachers as follows:

(Title IV, cont'd)

Fiscal Year	Total Vocational Education Enrollment	Number of Teachers Needed
1972	11,602,144*	235,685*
1973	12,072,445*	243,514*
1974	13,397,000 (Proj)	267,865 (Proj)
1975	14,461,000 "	294,600 "
1976	15,843,000 "	324,100 "
1977	17,225,000 "	356,500 "
1978	18,607,000 "	392,200 "
1979	19,989,000 "	431,400 "
1980	21,373,000 "	474,536 "

* Actual

In addition to program growth many teachers leave the vocational education instruction program through death, retirement, and return to business or industrial pursuits--the number of such persons is estimated to be 13 percent of the total number of teachers. Thus provision must be made to accommodate roughly 20-25 percent of the total number of teachers in programs designed for first service, or preservice of teachers, coordinators, supervisors, and administrators.

1. Teacher education programs for beginning teachers (preservice, or first service) in vocational education

The States have the choice of either conducting the teacher education program as a State function, or contracting with an educational institution to perform this function. (Or perhaps, a combination of State originated programs and institutional programs.)

(Title IV, cont'd)

Preservice programs, conducted under contract with teacher education institutions, will vary from State to State as a particular State views its needs for vocational teacher education. Statewide coordination of preservice programs is recommended, either by the appropriate State agency, or with a designated institution to have the coordination role, or both. The purpose of funding an institution is to obtain a high quality program of preservice teacher education (and to assure that such program is actually conducted), as opposed to individual institutions meeting the task according to their whims or inclinations without funding. The main issue is to achieve full-time and part-time vocational education instructor programs based upon overall statewide policy decisions about vocational instructors.

Preservice programs of vocational teacher education are intended to include provisions for occupational testing (where appropriate), other testing which will assist instructors to examine their personal competencies in relation to their instruction roles, and other general assistance which will aid in developing a highly competent vocational education instructor--competent in subject matter and competent in the theory and practice of teaching and learning.

The number of teachers enrolled in preservice teacher education in FY'72 represents 25.8 percent of the total number of teachers. The number of teachers enrolled in preservice teacher education in FY'73 represents 24.3 percent of the total number of teachers. Projecting an average of 25 percent through to 1980 suggests the size of the preservice teacher education task, as follows:

(Title IV, cont'd)

Fiscal Year	Number of Teachers Preservice Teacher Education
1972	60,759*
1973	59,288*
1974	66,966 (Proj)
1975	73,650 "
1976	81,025 "
1977	89,125 "
1978	98,000 "
1979	107,850 "
1980	118,634 "

* Actual

2. Inservice teacher education

When the number of vocational education teachers was small in each of the States the problem of communication among them was usually not a major problem. The President's Panel of Consultants on Vocational Education, 1961-62, pointed out the nature of the complexities of teacher education and made recommendations to strengthen teacher education. By the time the President's Advisory Council on Vocational Education met in 1966-67, the problems of teacher education had become acute. The Council discussed extensively the nature, status, projections, and needs for teacher education, and indicated a need for extensive development of inservice teacher education.

The need for inservice teacher education arises from the fact that large numbers of vocational education teachers are not generally required by State certification laws to either keep up to date with their occupational

(Title IV, cont'd)

area, or to keep up to date with research and methodology related to teaching and learning. However, after the Vocational Education Amendments of 1968 the States recognized the need for inservice teacher education and began to develop programs to satisfy this need. National enrollments for inservice teacher education for the first four years of the 70's were:

1970	60,680
1971	80,746
1972	80,569
1973	91,894

Inservice teacher education must be provided around two central themes:

A. Technical occupational competency. Almost without knowing it a teacher's command of an occupational area can begin to slip. New occupational ideas are generated which can change significantly the technical nature of the teaching content. For example, when auto emission (smog, etc.) became an environmental problem, one State immediately prepared and conducted a short inservice program on auto emission control and updated every automechanics instructor in the State. The need for updating occupational competency is not uniform among the occupations, but no occupational area is free from potential change in its technical content.

B. Professional educational competency. Research, experimentation, and a variety of pilot and demonstration programs are producing new ideas about teaching and learning. Curriculum research, multi-media utilization in teaching, and other similar elements are being developed rapidly. There is no way, except through

(Title IV, cont'd)

a well-developed statewide inservice teacher education program, to update teachers about these new developments.

It is no longer possible to expect all teachers to keep themselves up to date in both their occupational and professional responsibilities. Teacher education must assume the responsibility to "take" inservice programs to vocational education teachers, and such programs should be offered throughout the year--during the week, evenings, weekends, vacation periods, summer--at various locations convenient for the teacher.

C. The size of the task. The size of the task may be determined on the basis of an assumption that inservice teacher programs should reach each teacher at least once every three years. During the four year period, 1970-73, the actual number of teachers enrolled in inservice teacher education amounted to 35 percent of the total number of teachers. Such an assumption would show the following relationships for enrollment projected to 1980.

Fiscal Year	Number of Teachers Inservice Teacher Education
1974	93,700
1975	103,000
1976	113,000
1977	125,000
1978	137,200
1979	150,900
1980	166,000

(Title IV, cont'd)

Inservice teacher education represents one of the key quality controls for vocational education. Enrollment data about inservice teacher education suggest that the States are aware of the importance of inservice teacher education and are in fact moving toward implementation of inservice teacher education. However, the States vary widely in the extent to which inservice teacher education programs have been developed within the States. Funding directed to this area will emphasize the importance of the area and provide a basis for accountability.

PART B

PLACEMENT AND FOLLOWUP

The range and scope of vocational education has enlarged substantially during the past decade. We are helping more people to prepare themselves for work in a much larger segment of the labor force than at any previous period of time. The growth pattern continues to move toward expansion of vocational education with regard to the variety of individuals involved and the kinds of occupations for which preparation is provided.

Prior to World War II a kind of understanding had developed that each teacher was responsible for his or her own placement. This practice worked reasonably well; but as the size of the vocational education program enlarged, the problem required the attention of other people in addition to teachers. Concurrently with the expansion of vocational education came an urgent need for placement and followup data.

Unfortunately, these two facets of vocational education--placement and followup--have too long been commingled into a single category, and such a combination, however convenient, has performed some degree of disservice to each. Assumption of similarity in meaning, purpose, or the performance of these two vital obligatory functions of vocational education reduces their respective scopes, and narrows their respective limits. Regardless of the historical logic that lumped these terms and these functions into a convenient grouping, they are in no manner synonymous. In the continuum of vocational education they become separable parts that will profit from separate treatment and separate emphasis.

1. Placement

Placement of persons who successfully complete vocational education programs ~~is~~ a legal, moral, and logical obligation of those persons who operate such programs. Local education agencies must make and carry out plans which in fact will achieve suitable placement for all persons who complete vocational education programs. The State educational authority has a responsibility to collect and disseminate total placement data. The original principle of vocational education, "to fit for useful employment" has not been lost. Placement, either on the job or at a higher level of preparation, is thought to be one of the quality measures of vocational education. Estimates from 1971-72 studies of vocational education (Project Baseline) indicate that 50 percent of the students who complete vocational education programs are employed in occupations directly related to the training received--the remaining 50 percent include about 20 percent who continued their education toward more complex forms of employment. Of the students available for work in 1971-72, 95 percent actually went to work.

When a school assumes an obligation to conduct a vocational education program leading to employment, it also assumes a responsibility to either provide a placement service for the graduates or to arrange for placement service to be available to the graduate. No one should get lost between completion of training and entering upon a job; it is the responsibility of the school to extend its vocational education concern for the student to and after job placement. The foregoing, however, is not intended to eliminate the role of the teacher in placement activities.

2. Followup

Followup of students is a service function designed to refine program quality, and to objectively determine unmet training needs. The followup process establishes and stimulates direct contacts among the training agency, former students, and the employing businesses and industries. Such communication provides product viability assurance. Followup is a tool to be used to assure ongoing quality in vocational education.

Followup of former students is an acknowledged technique for making an accurate determination of the relevance of training to performance at the work station. Subsequent feedback of such pertinent information to the design and conduct of the training program provides an undergirding of quality in the instructional program.

Followup is a continuous process and it the responsibility of many persons, not just the instructor. Knowledge about followup efforts is nearly nonexistent and expansion of future vocational education programs requires extensive development of followup activities. One school issues an annual report entitled "Listen, the Graduates Speak"--the result of their followup activities.

(Title IV, cont'd

3. Funding Level for Part B

In order to achieve the mission of placement and followup some of the resources of vocational education must be directed to this activity. States must provide in their plans for placement of all students who complete vocational education programs, including the early-leavers who want to go to work.

From the data about placement for 1971-72, it is known that about 1.6 million students completed the vocational education program that year. This represents roughly 13.8 percent of the total number of persons enrolled in vocational education.

It is estimated that it costs about $15 per person to provide placement and followup service. On the basis of the 1971-72 completions in vocational education an amount of $24,000,000 would have had to be expended to accomplish the placement and followup mission.

PART C
STUDENT SUPPORT PROGRAMS

The goal of Congress to make vocational education "available" to all people of all ages in all communities can be enhanced considerably by making provision in legislation for student support programs which make it possible for students to take advantage of vocational education offerings. Without such provision many students will be effectively denied the basic goal Congress seeks to achieve.

(Title IV, cont'd)

Students who need some kind of a financial support program to achieve vocational competency are found throughout the nation. Many of this group are included in the 900,000 students who drop out of high school prior to graduation. It is highly probable that many of the dropouts are seeking to enter the labor force; and are doing so without the vocational education necessary to command a job appropriate to their abilities. Other graduates, dropouts, or persons who have achieved a certificate of completion from high school, who have entered the labor force need additional vocational education in order to advance in their occupation or to prepare for a new occupation. Many of these former students need financial assistance during their vocational preparation period in order to stay in school.

Funds allocated to this Part are intended to provide partial support for students entering the "outreach" programs (TITLE III) for high school students, youth out of school of high school age, young adults entering postsecondary schools, or programs for other adults for whom vocational education can make a difference in their ability to earn a living.

Student support programs apply to persons who are under employed, improperly employed, imperfectly employed, and unemployed because their basic inschool education program did not provide sufficient vocational skills and knowledges for them to become appropriately employed.

1. Work-Study Programs

The concept of work-study programs, as described in Part H Vocational Education Amendments of 1968, has been found to be successful in practice and should continue in new or revised legislation with changes as suggested below. Expanded program goals for unemployed and underemployed youth, particularly dropouts or potential dropouts, makes work-study provisions an

(Title IV, cont'd)

imperative aspect for expanding vocational education programs. It would appear that this program has particular relevance for high schools, but should not be limited exclusively to high schools.

A major problem with Part H, P.L. 90-576, is concerned with the restrictions placed upon student earnings. The amounts specified are entirely too low to attract the persons into the program that the program seeks to serve. Furthermore, the amounts specified in the law are not competitive with the amounts a student could earn in miscellaneous employment in a school setting, if such employment were available. The point here is that many students, because of a variety of socio-economic conditions, do not stay in school. The work-study program can, if appropriately funded, keep students (particularly the disadvantaged and handicapped student) in school until they can acquire skills and knowledges saleable in the world of work

Sec. 182(3) of P.L. 90-576, should be restructured as follows:

> "(3) provide that no student shall be employed under such work-study program for more than fifteen hours in any week in which classes in which he is enrolled are in session, or for compensation which exceeds ~~$45-in-any-month-or-$350~~ $1,200 in any ~~academic~~ fiscal year. ~~or-its-equivalent-but-not-to exceed 48 weeks;~~ ~~unless-the-student-is-attending-a-school which-is-not-within-reasonable-commuting-distance-from-his home,-in-which-case-his-compensation-may-not-exceed-$60-in any-month-or-$600-in-any-academic-year-or-its-equivalent~~;"

The compensation of $1,200 per year should be subject to the applicable minimum wage. It is intended that students employed under the work-study

(Title IV, cont'd)

provisions be employed by public non-profit agencies. Preferably such employment should be as closely related as possible to the vocational education area in which the student is enrolled.

Enrollment in work-study programs in vocational education is directly related to the amount of funds available. The more money available the more students who can take advantage of the program. At present the need for work-study programs greatly exceeds the funds allocated. Funding available per student year must be greatly increased in order to reach the *financially disadvantaged* student who needs instruction in a vocational area.

The following calculations indicate the projected enrollment, and the funding required, based upon an availability of $1,200 per student per year.

Fiscal Year	Enrollment in Work-Study	Funds Required at $1,200 per Student
1972	30,896*	$37,075,200***
1973	33,681*	40,417,200
1974	36,000**	43,200,000
1975	39,000 "	46,800,000
1976	42,000 "	50,400,000
1977	45,000 "	54,000,000
1978	48,000 "	57,600,000
1979	51,000 "	61,200,000
1980	54,000 "	64,800,000

* Actual

** Projected

*** Only $6 Million allotted for 1972, $194 per student enrolled

(Title IV, cont'd)

2. Stipends

Provision for stipends provides motivation and is a necessity for a segment of the population who have left the secondary school system, who need training or retraining, and who have acute economic responsibilities that cannot be satisfied by a work-study program. This population segment includes men and women--unemployed, underemployed, disadvantaged or handicapped--who need the education and training provided in the postsecondary and adult vocational education programs.

According to a 1972 study conducted by the U.S. Office of Education based on a sample of about 18,000 seniors, and about 1800 faculty who counseled 12th grade students, 34 percent of the students stated that they would have to work [without appropriate saleable skills] after high school graduation before they could pay for further schooling. [1] Thus roughly one-third of the high school graduates might enter postsecondary or adult vocational education programs if support in the form of a stipend was available to them. This group represents roughly one million students each year.

Another large group of students needing stipend support are those who have left the secondary school system for any of a variety of reasons. This group is estimated to be about 730,000 students per year. [2] Many of this group

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1. *National Longitudinal Study of the High School Class of 1972.* U.S. Department of Health, Education, and Welfare, Office of Education, Washington, D. C.

2. *Employment of High School Graduates and Dropouts.* U.S. Department of Labor, Bureau of Labor Statistics, Special Labor Force Report No. 155. Washington, D. C., 1973, p. 28.

(Title IV, cont'd)

have limited financial resources (about one-third are heads of households) and could be served effectively by the postsecondary and adult vocational education programs.

The total of these two groups represent about 1,730,000 persons each year who will not be in school and will not be preparing to enter productive employment. Serving this group is a part of the outreach program of vocational education, but this group must have financial support during their preparation for employment.

It is proposed that vocational education include in its projected enrollment 100,000 such students for FY'76, and that this number be increased by 25,000 each year through FY'80. It is further proposed that a stipend of $85 per week be provided for each person in this group for a maximum of 39 weeks per year.

Fiscal Year	Number of Students	Stipend Support
1976	100,000	$331,500,000
1977	125,000	414,375,000
1978	150,000	497,250,000
1979	175,000	580,125,000
1980	200,000	663,000,000

(Title IV, cont'd)

PART D

LEADERSHIP DEVELOPMENT

Public Law 90-35, Part F, Sec. 552, provided for Leadership Development Awards to be granted to selected awardees to pursue a three-year graduate program in the area of vocational education. Experience with the three-year graduate program has provided evidence that the objectives of the program were actually exceeded (but the number of persons involved in the program was small compared with the need) and that the investment by the Federal Government produced high returns in the form of positions of leadership actually achieved by the graduates.

The number of persons from vocational education involved in the three-year Leadership Development Awards program represented an extremely small percentage of the total number of vocational education teachers, as shown below:

Fiscal Year	Number of Vocational Teachers	Number of Awardees	Percent of Total Number of Vocational Education Teachers
1970	190,364	160	0.08
1971	211,550	216*	0.10

(56 new awardees assigned in 1971. Total number of awardees in program, 1970-72 = 216)*

Despite opinions advanced that the Federal Government was investing too highly in doctoral programs, and that too many doctorates were being completed, the opinion *does not apply to vocational education.* There is no evidence that too many doctorates in vocational education have been authorized.

(Title IV, cont'd)

The emphasis in the three-year graduate program is Leadership Development; almost incidentally, within the three-year period, a person may receive other degrees or credentials--but, the emphasis is upon Leadership Development in Vocational Education, not the degree or credential.

Recommendations:

1. It is recommended that beginning with FY'77 400 persons be selected from among vocational education personnel (or related areas as provided in the law) to receive Leadership Development Awards. Such persons must be highly selected by the various States. Awardees should be approved for admission to the program, and accepted by an institution, not less than nine months in advance of the starting date of the program. (For example, an awardee who wishes to attend the three-year graduate program at Sunrise University in September 1977, should have been selected by his State, approved by the Commissioner, and admitted by Sunrise University not later than January 1, 1977.)

2. It is recommended that such awardees be assigned by the Commissioner to not more than 20 institutions selected by the Commissioner that offer a graduate program with a specialty in vocational education.

3. 3. It is recommended that selection of 400 awardees be repeated for FY'80 and FY'83.

Suggested Restatement for Sec. 552

"(a) In order to meet the needs in all the States for qualified vocational education personnel with high potential to advance to policy making and leadership positions in vocational education ~~(such as administrators,~~

(Title IV, cont'd)

~~supervisors,-teacher-educators,-researchers,-and-instructors-in-vocational education-programs)~~ the Commissioner shall make available three-year leadership development awards (grants) in accordance with the provisions of this part only upon his determination that students are eligible for admission as a graduate student in an approved program of higher education and--

"(A) persons selected for awards have had not less than two years of professional experience in vocational education or in ~~industrial-training,~~ the business-industrial complex, or in military technical training; or ~~in-the-case-of-researchers~~ research experience in a social science ~~research~~ which is applicable to vocational education, or guidance and counseling which is applicable to vocational education~~;-or~~ and;

"(B) persons receiving such awards are currently employed or are ~~reasonably-assured~~ qualified for employment in vocational education and have successfully completed, as a minimum, a ~~baccalaureate~~ master's degree program~~;-or~~ and;

"(C) persons selected are recommended by their employer, or others, as having leadership potential in the field of vocational education ~~,-and-are-eligible-for-admission-as-a-graduate-student-to-a-program-of higher-education-approved-by-the-Commissioner-under-subsection-(c).~~

"(b) (1) The Commissioner shall pay to persons selected for leadership development awards such stipends (including such allowances for subsistence and other expenses for such persons and their dependents) as he may determine to be consistent with prevailing practices under comparable federally supported programs, but not less than $4,400 per academic year and $800 per summer session, with a dependent allowance of $600 per academic year and $100 per dependent for the summer session.

(Title IV, cont'd)

"(2) The Commissioner shall (in addition to the stipends paid to persons under paragraph (1)) make grants **pay** to the institution of higher education at which such person is pursuing his course of study such amounts as the Commissioner may determine to be consistent with the prevailing practices under comparable federally supported programs not to exceed the equivalent of ~~$3,500~~ $4,500 per academic year, and not to exceed $1,000 for the summer session, but any amount charged such person for tuition and nonrefundable fees and deposits shall be deducted from the amount payable to the institution of higher education under this subsection. The balance of funds left over, after deducting normal tuition, fees, and deposits, shall revert to the director of the graduate program in leadership development for vocational education for the purpose of enriching the educational experience of awardees through internships and other kinds of involvement with the active ongoing program in vocational education in local school districts, in State Departments of Education, or in other activities determined by the Director to be appropriate as leadership experience; and to provide part-time assistants for the Director in administering the leadership development program.

"(c) The Commissioner shall approve the vocational education leadership development program of an institution of higher education, ~~by-the-institution~~ which has submitted an application, only upon finding that--

"(1) The institution offers a **comprehensive** graduate program in vocational education, at the doctoral level, with adequate supporting services and disciplines such as education administration, guidance and counseling, research, and curriculum development;

(Title IV, cont'd)

"(2) such program is designed to further substantially the objective of improving vocational education through providing opportunities for flexible and individualized graduate training of vocational education teachers, supervisors, and administrators, and of university level vocational education teacher educators and researchers;

"(3) such programs are conducted by a school of graduate study in the institution of higher education; and

"(4) such program is also approved by the State board for vocational education in the State where the institution is located.

"(d) In order to meet the needs for qualified vocational education personnel such as teachers, administrators, supervisors, ~~and~~ researchers, curriculum specialists, teacher educators, and others in vocational education programs in all the States, the Commissioner in carrying out this section shall apportion leadership development awards equitably among the States. ~~taking into account such factors as the State's vocational education enrollments, and the incidence of youth unemployment and school dropouts in the State.~~

"(e) Persons receiving leadership awards under the provisions of this section shall continue to receive the payments provided in subsection (b) only during such periods as the Commissioner finds that they are maintaining satisfactory proficiency in, and devoting essentially full-time to, study or research in the field of vocational education in an institution of higher education, and are not engaging in gainful employment, other than part-time employment by such institution (or sanctioned by such institution) in teaching, research, or similar activities approved by the Commissioner."

FEDERAL FUNDING FOR TITLE IV

PART A Teacher Education

Substantive data are not available to indicate precisely the extent to which States have used Federal funds for vocational teacher education. It has been necessary to use estimates based upon the experience of two States (California and Ohio) and to generalize these data for teacher education as a whole. For teacher education (preservice and inservice) California spent $218, Federal funds, per teacher for 9,370 teachers in 1973-74. Ohio spent $285, Federal funds, per teacher for 5,600 teachers in 1972-73. The Ohio program appears to be more stabilized, that is, growing less rapidly than California, and probably represents a better index of the amount of Federal funds expended for teacher education. The higher figure, $285, was applied to national projected enrollment and rounded as follows:

Fiscal Year	Estimated Enrollment Preservice & Inservice Teacher Education	Funds Needed
1976	194,025	$55,000,000
1977	214,125	61,000,000
1978	235,200	67,000,000
1979	258,750	74,000,000
1980	284,634	81,000,000

PART B Placement and Followup

See p. 77

PART C Student Support Programs

See pp. 80 and 82

PART D Leadership Development Awards	$5,120,000

LEGISLATIVE PROPOSALS FOR VOCATIONAL EDUCATION

TITLE V

VOCATIONAL EDUCATION APPLIED RESEARCH, CURRICULUM, DEMONSTRATION PROGRAMS, AND LEADERSHIP DEVELOPMENT

This TITLE consists of Parts C, D, and I of P.L. 90-576, and PART F, Sec. 553 and 554 of P.L. 90-35.

Vocational education needs strong Federal leadership vested in the office of the U.S. Commissioner of Education. In order to achieve effectiveness of Federal leadership this TITLE proposes that projects of national significance (as applied to Parts A,B,C, and D of this TITLE) will be under the control of the Commissioner. Projects of statewide significance (as applied to Parts A,B,C, and D of this TITLE) will be under the control of the State Board for Vocational Education.

Funds for this title are to be shared equally between the Commissioner and the States; 50 percent of each PART to the Commissioner to fund projects of National priority; and 50 percent of each PART allotted to the States (on a total population basis) to fund State priority projects.

PART A

APPLIED RESEARCH

Until the passage of the Vocational Education Act of 1963 vocational education had been research starved. Since VEA'63 funds, in varying amounts, have been available for research in vocational education. Research projects funded under the provisions of the vocational education Acts have covered a wide range of research endeavor. Funds requested under this PART place an emphasis upon applied types of research that are concerned primarily with goals that can be replicated in States or in local educational institutions.

In order that vocational education programs and vocational education opportunities are improved; needs assessments, planning, manpower information,

(Title V, cont'd)

decision oriented information, information management systems; guidance, counseling, placement and student follow through services, instructional practices, and technology needed to be produced, refined, tested, disseminated, and diffused in order that vocational education at the State and local levels will be up-to-date and adequately focused to serve the nation's youth, especially the educationally disadvantaged youth.

"Sec. 131. (a) From 50 per centum of the sums available ~~to-each-State~~ for the purposes of this part the Commissioner is authorized to make grants ~~to~~ and contracts for projects of significance to the nation ~~with~~ to institutions of higher education, public and private agencies and institutions State boards, and, with the approval of the appropriate State board, to local educational agencies in that State for the purposes set forth in section 132, except that no grant may be made other than to a nonprofit agency or institution , and to provide support for a national center for research and development in vocational education outside the Federal Government.

"(b) The remaining 50 per centum of the sums available ~~to-each-State~~ for the purposes of this part shall be used in the State by its State board in accordance with its State plan, (1) for paying ~~up-to-75-per-centum-of-the~~ the costs of the State research coordination unit, and (2) for grants to colleges and universities, and other public or nonprofit private agencies and institutions, and local educational agencies and contracts with private agencies, organizations, and institutions to pay ~~90-per-centum of~~ the costs of programs and projects for (i) research and training programs, (ii) experimental, developmental, or pilot programs and (iii) for diffusion and implementation activities ~~developed-by-such-institutions-and-agencies-and~~ designed to meet the special vocational needs of youths, particularly youths in economically depressed communities who have academic, socioeconomic,

(Title V, cont'd)

or other handicaps that prevent them from succeeding in the regular vocational education programs and ~~(iii)~~ (iv) the dissemination of information and implementation of products derived from the foregoing programs or from research and demonstrations in the field of vocational education, which programs and projects have been recommended by the State research coordination unit or by the State advisory council.

"Uses of Federal Funds

"Sec. 132. The funds available for grants and contracts under section 131 (a) may be used for--

"(1) research in vocational education;

"(2) ~~training programs~~ national institutes, symposia, or other activities designed to familiarize persons involved in vocational education with research findings and successful pilot and demonstration projects in vocational education;

"(3) experimental, developmental, and pilot programs and projects designed to test the effectiveness of research findings;

"(4) demonstration and dissemination projects;

"(5) ~~the development of new vocational education curricula; and~~ diffusion of information and products; and

"(6) projects in the development of new careers and occupations, such as--

"(A) research and experimental projects designed to identify new careers in such fields as mental and physical health, crime prevention and correction, welfare, education, municipal services, child care, and recreation requiring less

(Title, V, cont'd)

training than professional positions and to delineate within such careers roles with the potential for advancement from one level to another;

"(B) training and development projects designed to demonstrate and diffuse improved methods of securing the involvement, cooperation, and commitment of both the public and private sectors toward the end of achieving greater coordination and more effective implementation of programs for the employment of persons in the fields described in subparagraph (A), including programs to prepare professionals(including administrators) to work effectively with aides; and

"(C) projects to evaluate the operation of programs for the training, development, and utilization of ~~public-service-aides, particularly-their-effectiveness-in-providing-satisfactory work-experiences-and-in-meeting-public-needs~~ vocational education.

"Applications

"Sec. 133. (a) A grant or contract under section 131(a) may be made upon application to the Commissioner at such time or times, in such manner, and containing, or accompanied by, such information as the Commissioner deems necessary. Such application shall contain--

"(1) a description of the nature, duration, purpose, and plan of the project;

"(2) the qualifications of the principal staff who will be responsible for the project; and

"(3) a detailed justification of the amount of grant funds requested~~;~~.

(Title V, cont'd)

~~"(4)--the-portion-of-the-cost-to-be-borne-by-the-applicant;-and~~

~~"(5)--such-fiscal-control-and-fund-accounting-procedures-as-may-be necessary-to-assure-proper-disbursement-of-and-accounting-for Federal-funds-paid-to-the-applicant.~~

"(b) The Commissioner may not approve an application until such application has been reviewed by a panel of experts who are not employees of the Federal Government.

"(c) Notwithstanding any other provisions of law, unless hereafter enacted expressly in limitation of the provisions of this paragraph, funds available pursuant to Section 131(a) shall remain available until expended.

"Payments

"Sec. 134. From the amount available for grants or contracts under section 131(a), the Commissioner shall pay to each applicant ~~part-of~~ the amount expended by such applicant in accordance with the application approved pursuant to section 133."

Authorization of Funds

Sec. 135. (a) There are hereby authorized to be appropriated $40,000,000 for the fiscal year ending June 30, 1976, $44,000,000 for the fiscal year ending June 30, 1977, $48,000,000 for the fiscal year ending June 30, 1978, $52,000,000 for the fiscal year ending June 30, 1979, and $56,000,000 for the fiscal year ending June 30, 1980.

(b) No State shall receive less than $25,000.

(Title V, cont'd)

PART B

CURRICULUM DEVELOPMENT

"Sec. 191 (a) The Congress finds that curriculum development is complicated by the diversity of occupational objectives; variations due to geography; differences in educational levels and types of programs; and by the wide range of occupations which includes, but is not limited to, agriculture, food processing and preparation, trades and industry, distribution and marketing, technical, public service, health services, business, and office occupations. It is therefore the purpose of this section to enable the Commissioner to provide appropriate assistance to State ~~and local~~ educational agencies in the development of curriculums for new and changing occupations, and to coordinate improvements in, and dissemination of, existing curriculum materials~~,~~ to provide assistance to national vocational education curriculum centers, to conduct special curriculum projects in selected school districts, and to sponsor national curriculum workshops and symposia; and to enable the States to provide attention to instate curriculum needs in vocational education for ongoing and expanding vocational educa~~tion~~ programs.

"(b) There are authorized to be appropriated ~~$7,000,000-for-the-fiscal year-ending-June-30,-1969,-and-$10,000,000-for-the-fiscal-year-ending-June 30,-1970,~~ $20,000,000 for the fiscal year ending June 30, 1976, and an equal amount each year thereafter including the fiscal year ending June 30, 1980 for the purposes set forth in this ~~section.~~ part.

(Title V, cont'd)

"(c)(1) Fifty percent of the ~~Sums~~ sum appropriated pursuant to subsection (b) shall be used by the Commissioner, after consultation with the appropriate State agencies and the National Council, to make grants to or contracts with colleges or universities, State boards, and other public or nonprofit private agencies and institutions, or contracts with public or private agencies, organizations, or institutions--

"(A) to promote the development and dissemination of vocational education curriculum materials for use in teaching occupational subjects, including curriculums for new and changing occupational fields;

"(B) ~~to-develop-standards-for-curriculum-development-in-all occupational-fields;~~ to implement the curriculums in programs of vocational-technical education;

"(C) to coordinate efforts of the States in the preparation of curriculum materials and prepare current lists of curriculum materials available in all occupational fields;

"(D) to survey curriculum materials produced by other agencies of Government, including the Department of Defense;

"(E) to evaluate vocational-technical education curriculum materials and their uses ~~and~~

"(F) to train personnel in curriculum development; and

"(G) to prepare teachers and administrators in the use of curriculum materials developed under this authority.

"and fifty percent of the sum appropriated pursuant to subsection (b) shall be distributed to the States, on a total population basis, to be used by the States for instate vocational education curriculum needs.

(Title V, cont'd)

"(2) For purposes of this subsection, 'curriculum'~~materials'~~ means a plan for a teaching/learning program which includes objectives, subject matter content, learning experiences and teaching strategies, teaching aids, and means of evaluation. ~~materials-consisting-of-a-series-of-courses-to-cover instruction-in-any-occupational-field-in-vocational-education-which-are-designed-to-prepare-persons~~ Curriculum materials include curriculum guides for teachers and administrators, and student materials for learning situations in vocational education programs to prepare students for employment at the entry level or to upgrade occupational competencies of those previously or presently employed in any occupational field."

"(b) Notwithstanding any other provision of law, unless hereafter enacted expressly in limitation of the provisions of this paragraph, funds available ~~to-Commissioner~~ pursuant to subsection (b) shall remain available until expended."

(Title V, cont'd)

PART C

EXEMPLARY PROGRAMS AND PROJECTS

"Sec. 141. The Congress finds that it is necessary to reduce the continuing seriously high level of youth unemployment by developing means for giving the same kind of attention as is now given to the college preparation needs of those young persons who go on to college, to the preparation needs of the two out of three young persons who end their education at or before completion of the secondary level, too many of whom face long and bitter months of job hunting or marginal work after leaving school. The purposes of this part, therefore, are to stimulate, demonstrate and diffuse through Federal financial support, new ways to create a bridge between school and earning a living for young people, who are still in school, who have left school either by graduation or by dropping out, or who are in postsecondary programs of vocational preparation, and to promote cooperation between public education and manpower agencies.

"Authorization of Grants and Contracts

"Sec. 142. (a) There are hereby authorized to be appropriated ~~$15,000,000 for the fiscal year ending June 30, 1969, $57,000,000 for the fiscal year ending June 30, 1970, and $75,000,000~~ $20,000,000 for the fiscal year ending June 30, 1976, $30,000,000 for the fiscal year ending June 30, 1977, $40,000,000 for the fiscal year ending June 30, 1978, $50,000,000 for the fiscal year ending June 30, 1979, and $75,000,000 for the fiscal year ending June 30, 1980 ~~for each of the two succeeding fiscal years to enable the Commissioner~~ to carry out the provisions of this part.

(Title V, cont'd)

~~"(b)(1) From the sums appropriated pursuant to this part the Commissioner shall reserve such amount, but not in excess of 3 per centum thereof, as he may determine and shall allot such amount among Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territories of the Pacific Islands according to their respective needs for assistance under this part.~~

~~"(2) From the remainder of such sums the Commissioner shall allocate $200,000 to each State (except those provided for in paragraph (1)), and he shall in addition allocate to each such State an amount which bears the same ratio to any residue of such remainder as the population aged fifteen to nineteen, both inclusive, in the State bears to the population of such ages in all such States.~~

"(c) From 50 per centum of the sums allotted ~~to each State~~ for the purposes of this part, the Commissioner is authorized to make grants to or contracts with State boards or local educational agencies for the purpose of stimulating and assisting in the development, establishment, and operation of programs or projects designed to carry out the purposes of this ~~part~~ PART. The Commissioner also may make~~, in such State from such sums,~~ grants to other public or nonprofit private agencies, organizations, or institutions, when such grants or contracts will make ~~an especially~~ significant contribution to attaining the objectives of this ~~part.~~ PART.

"(d) ~~The State board may use the remaining~~ From 50 per centum of such sums allotted to this PART the State board may make grants to local educational agencies or other public or nonprofit private agencies, organizations, or institutions, or contracts with public or private agencies, organizations, or institutions including business and industrial concerns, upon such terms and

(Title V, cont'd)

conditions consistent with the provisions of this part and with its State plan ~~approved-pursuant-to-section-123~~, as it determines will most effectively carry out the development, establishment, and operation of exemplary and innovative occupational education programs or projects designed to serve as models for use in vocational education programs.

"Uses of Funds

"Sec. 143. (a) Grants or contracts pursuant to this part may be made, upon terms and conditions consistent with the provisions of this part, to pay all ~~or-part~~ of the cost of--

"(1) planning and developing exemplary demonstration and diffusion programs or projects such as those described in paragraph (2), or

"(2) establishing, operating or evaluating exemplary programs or projects designed to carry out the purposes set forth in section 141, and to broaden occupational aspirations and opportunities for youths, with special emphasis given to youths who have academic, socioeconomic, or other handicaps, which programs or projects may, among others, include--

"(A) those designed to familiarize elementary and secondary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations;

"(B) programs or projects for students providing educational experiences through work during the school year or in the summer;

"(C) programs or projects for intensive occupational guidance, ~~and~~ counseling, placement and follow-through during the last years of school and for initial job placement;

(Title V, cont'd)

"(D) programs or projects designed to broaden or improve vocational education curriculums;

"(E) exchanges of personnel between schools and other agencies, institutions, or organizations participating in activities to achieve the purposes of this part, including manpower agencies and industry;

"(F) programs or projects for young workers released from their jobs on a part-time basis for the purpose of increasing their educational attainment; and

"(G) programs or projects at the secondary level to motivate and provide preprofessional preparation for potential teachers for vocational education.

"(b)(1) A grant or contract pursuant to this part may be made only if the Commissioner is in the case of grants or contracts made by him, or the State board, in the case of grants or contracts made by it, determines--

"(A) that effective procedures will be adopted by grantees and contractors to coordinate the development and operation of other programs and projects carried out under grants or contracts pursuant to this part, with the appropriate State plan, and with other public and private programs having the same or similar purposes;

"(B) that to the extent consistent with the number of students enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which the program or project involved is to meet, provision has been made for the participation of such students; and

"(C) that effective policies and procedures will be adopted which assure that Federal funds made available under this part will not be commingled with State or local funds.

(Title V, cont'd)

"(2) The amount available to a State pursuant to section 142(d) shall be available for obligation for grants or contracts pursuant to the State plan approved under section 123 [P.L. 90-576], for paying all of the cost of programs described in section 142(d) and section 143(a) during that year and the succeeding fiscal year.

"(3) No grant or contract (other than a grant or contract with a State board) shall be made by the Commissioner under section 142(c) with respect to any program or project unless such program or project has been submitted to the State board in the State in which it is to be conducted and has ~~not been disapproved~~ been commented on by the State board within sixty days of such submission or within such longer period of time as the Commissioner may determine pursuant to regulations.

"(4) Notwithstanding any other provision of law, unless hereafter enacted expressly in limitation of the provisions of this paragraph, funds available to the Commissioner and to the State board pursuant to section 142(c) shall remain available until expended."

(Title V, cont'd

PART D

"~~EXCHANGE-PROGRAMS,~~ INSTITUTES, AND ~~INSERVICE~~ LEADERSHIP EDUCATION FOR VOCATIONAL EDUCATION ~~TEACHERS,-SUPERVISORS,-COORDINATORS,~~ ~~AND~~ ADMINISTRATORS, EDUCATIONAL BOARDS, AND OTHER PUBLIC GROUPS.

"Sec. 553. (a) From fifty percent of the funds appropriated for this PART the Commissioner is authorized to make grants and contracts~~-to-State-boards,-as defined-in-the-Vocational-Education-Act-of-1963,~~ to pay the costs of carrying out cooperative arrangements concerning leadership development ~~for-the-training-or-retraining-of~~ for experienced vocational education personnel such as ~~teachers,~~ teacher educators, administrators, ~~supervisors,-and-coordinators,~~ and other personnel who can ~~in-order-to~~ strengthen vocational education programs supported by this ~~part~~ Act. ~~and-the-administration-of-schools-offering vocational-education.~~ Such cooperative arrangements may be with any ~~between schools-offering-vocational~~ educational institution or agency; or with ~~and~~ private businesses, ~~or~~ industry, or other commercial enterprises, or ~~with~~ accomplished directly by the State board. ~~other-educational-institutions (including-those-for-the-handicapped-and-delinquent),~~

"(b) Grants and contracts under this section may be used for projects and activities such as--

~~"(1)--exchange-of-vocational-education-teachers-and-other-staff members-with-skilled-technicians-or-supervisors-in-industry-(including-mutual-arrangements-for-preserving-employment-and retirement-status,-and-other-employment-benefits-during-the-period of-exchange),-and-the-development-and-operation-of-cooperative programs-involving-periods-of-teaching-in-schools-providing-voca-~~

(Title V, cont'd)

~~tional education and of experienced in commercial, industrial, or other public or private employment related to the subject matter taught in such school;~~

"(1) leadership development programs designed to improve the quality of professional development and understanding of persons concerning the relationships, functions, and needs of vocational education programs within the context of the nation's total education effort; particular attention is to be paid to educational problems identified as national or regional in scope; and

~~"(2) inservice training programs for vocational education teachers and other staff members to improve the quality of instruction, supervision, and administration of vocational education programs; and~~

"(2) short-term institutes, workshops, symposia, or other training activities designed to focus attention of vocational education policy makers upon national social, economic, and educational issues and priorities to improve the leadership qualifications of such persons to integrate effective vocational education programs into the educational experience of all persons; and long-term institutes for highly selected, and high administrative level, policy makers including vocational educators, State board members and staff, local school board members and staff (urban and rural), and representatives of business, industry, and the public at large; and

(Title V, cont'd)

~~"(2) short term or regula rsession institutes, or other preservice and inservice training programs or projects designed to improve the qualifications of persons entering and reentering the field of vocational education, except that funds may not be used for seminars, symposia, workshops or conferences unless these are part of a continuing program of inservice or preservice training.~~

"(3) national leadership development institutes and workshops for teacher educators, coordinators, supervisors, administrators, and other selected personnel for the purpose of developing procedures and standards pertaining to leadership development and other matters that affects program growth; and

"(4) National resource panel(s), funded through one or more States, whose purpose would be to identify national priorities, to coordinate and train directors of funded activities, to identify exemplary components of leadership training activities, to be a source of technical assistance as requested by the States or the Commissioner, and to annually review the effectiveness of programs conducted under this section; the members of the national resource panel(s) would be recommended by the State boards and by the Commissioner and would serve on a rotating basis and report to the Commissioner.

"(c) Fifty percent of the funds appropriated for this PART shall be distributed to the States, on a population basis, to be used by the State, and, or, for the State to contract with or make grants to institutions or groups within the State, for the purpose of conducting leadership programs for local and regional directors of vocational education, educational

(Title V, cont'd

administration personnel, local boards of education, and selected State staff; the State board shall include in its statewide plan procedures for accomplishing the purpose of this subsection.

"(c) (d) A grant or contract may be made under this section only upon application to the Commissioner or the State board at such time or times and containing such information as ~~he~~ the Commissioner or the State board deems necessary. Neither the Commissioner nor the State board shall not approve an application unless it--

"(1) sets forth a program for carrying out one or more projects or activities which meet the requirements of subsections (b) or (c), and provides for such methods of administration as are necessary for the proper and efficient operation of the program;

"(2) sets forth policies and procedures which assure that Federal funds made available under this section for any fiscal year will be so used as to supplement and to the extent practicable, increase the level of funds that would in the absence of such Federal funds, be made available for purposes which meet the requirements of subsections (b) or (c), and in no case supplant such funds;

"(3) provides for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this section; and

"(4) provides for making such reports, in such form and containing such information, as the Commissioner or the State board may require to carry out ~~his~~ their functions under this section, and for keeping such records and for affording such access thereto as ~~the-Commissioner~~ they may find necessary to assure the correctness and verification of such reports.

(Title V, cont'd)

"(e) Notwithstanding any other provisions of law, unless hereafter enacted expressly in limitation of the provisions of this PART, funds available pursuant to Section 555 shall remain available until expended.

~~"[Sec.-554.--In-approving-training-and-development-programs-for-vocational-education-personnel,-the-Commissioner-shall-give-special-consideration-to-programs-which-are-designed-to-familiarize-teachers-with-new-curricular-materials-in-vocational-education.~~

"Sec. 555. There is authorized to be appropriated to carry out this part, ~~the-sum-of-$25,000,000-for-the-fiscal-year-ending-June-30,-1969,-and~~ the sum of $35,000,000 for the fiscal year ending June 30, ~~1970~~ 1976, and each fiscal year thereafter including fiscal year 1980.

PROPOSED FUNDING SCHEDULE

Title I *General Provisions*	Title II *Prevocational Education*	Title III *Program Support*	Title IV *Program Services*	Title V *Research and Other*
Part A NACVE 76 $500,000 77 500,000 78 500,000 79 500,000 80 500,000	Part A Staff Development	Part A Secondary School	Part A Teacher Educ. 76 $55,000,000 77 61,000,000 78 67,000,000 79 74,000,000 80 81,000,000	Part A Research 76 $40,000,000 77 44,000,000 78 48,000,000 79 52,000,000 80 56,000,000
Part B SACVE 76 $4,315,844 77 4,315,844 78 4,315,844 79 4,315,844 80 4,315,844	Part B Curriculum	Part B Postsecondary	Part B Placement 76 $24,000,000, 77 24,000,000 78 24,000,000 79 24,000,000 80 24,000,000	Part B Curriculum 76 $20,000,000 77 20,000,000 78 20,000,000 79 20,000,000 80 20,000,000
Part C Planning 76 $20,000,000 77 20,000,000 78 20,000,000 79 20,000,000 80 20,000,000	Part C Program Development	Part C Adult	Part C Student Support 76 $381,910,000 77 468,375,000 78 554,850,000 79 641,325,000 80 727,800,000	Part C Exemplary Programs 76 $20,000,000 77 30,000,000 78 40,000,000 79 50,000,000 80 75,000,000
		Part D Student Orgs. Part E Private and Nonprofit Schools	Part D Leadership Awards 76 $5,120,000 77 5,120,000 78 5,120,000 79 5,120,000 80 5,120,000	Part D Leadership Progs. 76 $35,000,000 77 35,000,000 78 35,000,000 79 35,000,000 80 35,000,000
Summary 76 $24,815,844 77 $24,815,844 78 $24,815,844 79 $24,815,844 80 $24,815,844	Summary 76 $59,635,000 77 74,545,000 78 89,455,000 79 104,350,000 80 119,270,000	Summary 76 $842,500,000 77 916,025,000 78 989,520,000 79 1,063,000,000 80 1,136,000,000	Summary 76 $466,030,000 77 558,495,000 78 650,970,000 79 744,445,000 80 837,920,000	Summary 76 $115,000,000 77 129,000,000 78 143,000,000 79 157,000,000 80 186,000,000
1976 $1,507,980,844	1977 $1,702,880,844	1978 $1,897,760,844	1979 $2,093,610,844	1980 $2,304,005,844

ANALYSIS OF FUNDING FY'76

TITLE I	General Provisions	o NACVE o SACVE o Planning	$24,815,844	1.6%
TITLE II	Prevocational Education		$59,635,000	4.0%
TITLE III	Vocational Education Program	o Secondary o Postsecondary o Adult o Student Organizations o Private Non-profit	$842,500,000	55.9%
TITLE IV	Program Services	o Teacher Education o Placement & Followup o Student Support o Leadership Awards	$466,030,000 *(81.9% for student support)*	30.9%
TITLE V	Research and Other	o Applied Research o Curriculum o Exemplary Programs o Leadership Programs	$115,000,000	7.6%
	TOTAL		$1,507,980,844	100.0%

Dr. Burkett. We will provide each member of this committee a copy for their own personal use.

The State directors of vocational education have cooperated wholeheartedly in this study and have made a great contribution. They have given us help and ideas that were quite beneficial.

Currently, Mr. Chairman, the enrollment in vocational education in this country is approximately 12 million people, so you can see this is no small program. It is having a great effect upon the development of the human resources of this Nation.

The secondary school enrollments in vocational education for fiscal 1973 is approximately 60.9 percent of the total enrollment in vocational education. It amounts to better than 7 million people.

Our postsecondary enrollment is 1,349,000, or about 11.2 percent of the total, and our adult enrollment is 3,368,000, or about 28 percent of the total enrollment.

We made a very interesting study which shows the number of people out of every thousand that are enrolled in vocational education. In 1961, prior to the passage of the 1963 act, there was 21.4 people for every thousand members of the population.

In 1973, there were 58 people out of every thousand that are enrolled in some kind of vocational education. That is quite significant, the growth from 21 out of 1,000 to 58 out of 1,000, so you can see that the 1963 act has really provided much needed help in the field of occupational preparation and training.

We also have been able to focus upon some of the target groups in our population. According to the U.S. Office of Education, in 1973 we enrolled 1,601,634 students, or 13 percent of the students in vocational education were people who were disadvantaged and 1.9 percent of the vocational enrollments were handicapped.

The total enrollment in vocational education has been increasing over the past several years at the rate of about 9 percent per year. In some years it has been more, in some years less, but it has averaged around 9 percent.

We think this has been a healthy growth. It has not been fantastic. However, it is a healthy growth and I think it is what we could expect with the kind of support we have had from the Congress of the United States.

I have a chart in my testimony which shows the appropriations which you are aware of, but just to review that, prior to the passage of the 1963 act, we were getting about $55 million in Federal expenditures.

In 1974, the Federal expenditure has grown to about $550 million. But, in the meantime, the enrollments have increased by about three times, from about 5 million up to about 15 million.

The President's Panel, in 1963, said we ought to be serving about 8 million people. We reached that in 1970. Then, the advisory council later, in 1967, said we should be serving approximately 11 million people.

The chart shows that we reached that figure in 1972. So we are somewhat on target as far as the predictions of the panels and, I think, the intent of Congress. We believe that vocational education is a preventative measure for many of the social, educational, and economic problems of this Nation.

The National Advisory Council on Vocational Education talked about the flow and the pool. We would hope that through vocational education we can stop the flow of the unemployed and underemployed people of this Nation into the pool.

We know that Federal funding for vocational education has a magic effect because it has caused State and local expenditures to increase. For every $1, Mr. Chairman, of the Federal money that has been appropriated the States and local communities have appropriated and provided $5 in expenditures.

Although there has been an increase in Federal money we see a proportionate amount still taking place in the State and local money. If the Congress was to match the State and local moneys, the Congress would have had to appropriate $2.2 billion in 1972.

Chairman PERKINS. Do you mean by that, Mr. Burkett, that if we matched all of the funds that the States and local agencies were putting into vocational education, the expenditure of the Government would be over $2 billion?

Dr. BURKETT. That is correct, Mr. Chairman.

One of the problems that we are having at the moment is that vocational education is not available to all people. We have made a fantastic growth in the numbers of institutions that provide vocational education, but the growth has not kept up with the need.

Today there are approximately 2,000 institutions that have a primary emphasis on vocational education at the secondary level. That does not take into consideration the small high schools that have one or two programs. We are speaking primarily of the area schools. We are speaking of those that have a rather large vocational program, five or more, as defined in the 1968 act.

There are 1,756 technical institutes and community colleges, with a substantial portion of their enrollments in vocational education.

Enrollment figures show that 58 out of every 1,000 total population are enrolled in vocational education. This is remarkable progress. However, the Department of Labor statistics show that there are approximately 17 million people who are currently unemployed or underemployed.

Perhaps more of the 17 million could benefit from job training programs in vocational education. The changing concepts of vocational education and the way these programs are perceived by people make it an opportune time for vocational education to assume a greater role in our human resource development.

Local and State governments are seeking direction and support from the Federal-State partnership so that they can impact on unemployment and economic problems found in the communities.

Business, industry, and labor are seeking the assistance of vocational education to solve their manpower needs. It is an economic fact that vocational graduates are removed from welfare and strengthen the tax base of government.

For these reasons, vocational education is becoming more attractive to government, business and industry.

One of the problems, of course, is the dropout problem in our schools, particularly the high schools. Twenty five percent of the fifth grade school population in 1964 left school prior to graduating in 1972.

In addition to keeping these students in school with job training, we must seek those already out of school and provide adequate incentive for them to enroll in adult vocational programs.

The prime reason for adult vocational education is to prepare people for employment or to supplement their education for economic or social improvement. We estimate that there is a need to expand our present enrollment by an additional 100,000 young adults in supplementary and preparatory programs in 1976.

Much of this, of course, will be done through our postsecondary institutions. By 1980, it is feasible to expect program growth to exceed 200,000 over the present enrollment in the adult and postsecondary.

In order to do this, complete program and outreach services must be available to young unemployed or underemployed adults.

We have not really done too much in an outreach effort in vocational education. We have taken those who come to our doors. We feel that it is time now that vocational education can provide an outreach program of some kind.

We feel that one of the ways we can serve the outreach effort is to provide some kind of student support programs. This we have had in a limited way, of course, in the 1968 amendments with the work-study program. It has been quite beneficial.

Perhaps we need to think of new ways, Mr. Chairman, that we can provide some kind of outreach effort and support for those people, particularly the disadvantaged adults, who cannot attend vocational programs.

Unfortunately, the Congress has not seen fit to appropriate money for the residential schools. Your foresight in placing that in the 1968 amendments of the 1963 act was great. However, we have not been able to really put those into operation. There are some few States that are using State moneys and special moneys they can get from other sources to provide some residential facilities.

We have rural States that people cannot get to vocational education and they could not afford to build these institutions locally. We have certain occupational areas that we cannot afford to have more than one or two programs perhaps in a State.

For that reason, we need to use residential schools. We also have many young people that it would be better to get them out of their home environment in some kind of a residential facility.

We hope that you will give due consideration again to the residential school concept and hope the Congress will see fit in the future to provide some financial assistance.

Now I would like to spend just a few moments in talking to you about some of the things that we think will help in strengthening vocational education. These concepts are in the present act.

We think that perhaps by rewording and changing the act a little bit we can strengthen these concepts. First, of course, is strengthening the planning. You have called for a State plan in past pieces of legislation.

State plans have been primarily a conformance document, trying to meet the rules and regulations established by the U.S. Office of Education.

Mr. **Radcliffe**. Mr. Burkett, excuse me. At that point I would like to ask, when you say the State plans have been primarily a conformance document, do you view the act as treating it primarily as a compliance document, or is that the way it has been treated administratively by State directors and by U.S. Office of Education because I think there may be an important distinction to be made between the requirements of the act and the way the act has been, in fact, carried out or not carried out?

Dr. **Burkett**. The State plan, as I am going to try to describe it, should really be a document that would be the guide for States in the conduct of their programs. However, as the legislation has been implemented there were rules and regulations drawn up by the U.S. Office of Education that has really taken it away from an operational document into more of a conformance document and the State directors have had to conform to those rules and regulations that have been handed down to them.

It could well be an operational-planning document but it is not being administered as such at the present time. Most States do have an operational plan that sometimes does not necessarily conform to the conforming document that is sent to the U.S. Office of Education.

I think at this point I should stop and let my cohort, Dr. Francis Tuttle, who is a State director, respond to that question.

Dr. **Tuttle**. I think at the outset or up until the last couple of years we were not able to really use the State plan as a planning document in our State because of the interpretation placed by the Office of Education didn't allow us to expand on all of the things we were doing in the State.

Because of some insistence from the States and some interpretation from your staff, we have noticed a relaxation in the last couple of years in what we could put in the State plan.

Our own State plan, at least in Oklahoma, has become, a better planning document in the last couple of years, and more especially the past year.

Dr. **Burkett**. We would concede that a State plan should not only include what is going on in, say, the public schools of that State but would take into consideration all other educational aid training programs so that the vocational educators would know how different target groups are being impacted upon in meeting their vocational training needs.

We feel that somebody has to take that responsibility and the State boards of vocational education need to take it.

In defining vocational education and what should be included in that plan there is an excellent definition, of course, in the 1968 act. There perhaps could be some improvements in that, including a few more phrases. We have, on page 10 of the prepared testimony, stated a definition of vocational education and made a few additions. For example, vocational education conducted in private nonprofit and proprietary under contract with State boards should be included in the definition.

We should include those subjects that sometimes are not referred to as vocational education, such as allied health and service occupations, consumer and homemaking education and student organizations.

We think that the plan should include, as well, the followup responsibilities and how these are to be carried out. There should be a strong leadership development program put into the State plan.

One of the problems we face in vocational education in this country is the fact that there are several people doing the job of vocational education. By "several people" I mean several agencies of the State and local governments.

We have instances in some of our large cities where there are as many as 15 or 20 agencies all doing essentially the same program. They may be recruiting the same group of people.

I was told at one time that in the city of Cleveland, for example, there were 26 agencies all recruiting from the same group of people. There is a need, through the planning process, to provide better coordination so that we are not running over each other in trying to conduct the programs.

Mr. Chairman, I think we need to take a look at the planning process and see if there is some way we can strengthen it if we are to rewrite the new legislation.

One of the things which I have talked with this committee about on several occasions is the need for strong national leadership. It was through the foresight of this committee that you established the Bureau of Occupational and Adult Education in the U.S. Office of Education. Although this is on the books, really, that legislation has never been fully implemented.

We have many positions that have not been filled. There has been a gradual decline in the number of vocational education people in the Office of Education and we feel that perhaps this should be looked at in terms of the role of the Office of Education and the services that they should be rendering.

On page 11 and 12, particularly at the bottom of page 11 and on page 12, we have enumerated what we think to be some of the kinds of services that should come from the U.S. Office of Education. Many of these are not being rendered at this time.

Another thing that we feel is a national center outside of government that we can turn to to get the kind of services needed, such as research, curriculum development and services to the State agencies that they might need in order to improve and expand their program.

We have had such centers. They have been gradually deteriorating due to the lack of funds. Now they are being funded through the National Institute for Education and I have been told a few days ago that it is the intent of the NIE to gradually phase out these centers.

This would be a great tragedy for vocational education if this was done. So, Mr. Chairman, I hope that in the consideration of a research and development area that you can give some thought to that.

We liked the panel of consultants in 1962. We liked the advisory council in 1967, that led to the 1963 and 1968 amendments. We would hope that some language could be built into new legislation to provide a mechanism for periodic review by some group outside of the Government. We think this has been helpful and has really given us the kind of insights and support that we need.

Another consideration would be the strengthening of the sole State agency. One of the problems in vocational education today is the fact that we are finding several educational agencies concerned about vocational education. We think it is necessary that there be some kind of a mechanism at the State level to coordinate the total program of vocational and technical education. Since 1917 we have had the State board as the sole State agencies. There are now a number of problems beginning to arise out of the fact that many agencies are involved.

Mr. Chairman, we think it might be helpful to vocational education if we could do something in the prevocational area to strengthen the vocational guidance and exploration programs. In our study we have a proposal for you that will deal with that. We feel, Mr. Chairman, that if we are to have an outreach effort we have to do much of that outreach effort in the elementary and secondary schools. Many of our youth today have not had the opportunity to explore, to find out about the world of work until they get through secondary schools, and sometimes they go through the colleges and universities without any idea of what has been going on in the world of work.

We feel that a prevocational effort needs to be launched in this country. The concept is being introduced in the so-called career education concept. No one seems to be able to define it. However, we are aware of the fact that there are three major components to really getting people oriented about the world of work.

First is an awareness of what goes on, second, an exploration of some of the things in the work world, and thirdly an orientation to the work world.

Mr. Chairman, we think we have got to utilize all of the facilities available for the conduct of vocational education. In general, many people have the idea that vocational education is only for those in a secondary school.

Vocational education is for people of all ages and at all levels. We need to utilize and to build into our delivery system the use of all types of institutions, including secondary and postsecondary institutions, the community colleges, the area technical schools and some of our universities and high education institutions.

We have had some difficulty in trying to define the difference between postsecondary and adult programs. We think it is imperative that we try to combine those because when a person leaves secondary school he is, generally speaking, a young adult and to differentiate between a postsecondary and adult person is very difficult.

They are either in one of two kinds of programs. They are in a preparatory program or a supplementary to employment program. We think we could differentiate in that manner rather than differentiating between postsecondary and adult.

I spoke earlier of the need to provide financial help for students. We have thousands of young adults that need financial help. They need to earn in order that they might stay in school. The work-study program has been a good program. However, we think we ought to be looking at other types of student support, such as the improvement of the student loan programs and perhaps stipends for those that need that in order to stay in school.

Vocational education differs from many other manpower training programs in that we have a cadre of trained teachers and leaders in the field. One of the strengths of vocational education is the fact that people engaged in it have a background of experience and training.

Since 1917 we have devoted a great deal of our effort to research in how people learn and how to teach. We feel the necessity to really give more emphasis in the new legislation to teacher education, both in-service and pre-service, because the quality of vocational education in the future depends upon the extent to which the teacher is trained and kept up to date in his occupational field and the application of new ways of learning and teaching.

One of the things that vocational educators have always believed in is that they have a responsibility for the placement of their students in employment. With the high student/teacher loads and the demands on the teacher we find that teachers are not able to give as much attention to the placement of their students as we would like.

There is need for personnel in the vocational program to help to place the students and to work with industry and business and labor so that students are placed. Also, there is a need for someone to follow up on the students so that we can see how well they are doing and improve the curriculum of the school. Placement and followup, although they are two separate things, need to be really emphasized in the new legislation.

The Educational Professional Development Act, part F. section 552, has rendered a great service.

We have seen a number of young men and women come through that program that are now commanding some of the better and more important jobs in vocational education. That needs to be expanded.

We feel that there should be at least 400 people a year enrolled in this program to meet the demands of the future as teacher trainers, directors, supervisors, coordinators, and people directing the research in our vocational programs.

So, Mr. Chairman, I would hope that you give attention in new legislation to the Educational Professional Development Act, part F, and its importance in the conduct of programs.

Chairman PERKINS. Let me thank you very much, Mr. Burkett, for a very eloquent statement. I can assure you that this committee intends to modernize, implement, and strengthen vocational education in every way possible in our consideration of the legislation this fall and next year.

Chances are we will not have a bill before next year, but we want to get the foundation laid now and be ready to move forward early next year. I know that is the thinking of Mr. Quie. We have worked together along these lines and we will continue to work together toward this goal.

I don't know of any other money spent on any other programs where I personally feel there is cheaper insurance in the world than vocational and technical training. It behooves us all to play our part. We certainly want to bring the act up to date to strengthen it in order to make sure that we train not only the youngsters, but the elderly, and everybody else who needs their skills updated in the years ahead.

I want to compliment you for your testimony, and for coming here today with this panel. Now, you proceed with the panel in any way you prefer.

Dr. BURKETT. I would like to introduce the president of the American Vocational Association, Dr. Mary Ellis. She does not have a prepared statement but she may want to make some comments. I would like for her to say a few words.

Dr. ELLIS. Mr. Chairman, it is a pleasure for me to be here and appear with this panel. I want to say that I endorse everything Mr. Burkett has said and would double that.

I would call your attention to a couple or three things that might be of interest to you and the committee. Since the enactment of the 1968 amendments vocational education enrollments in this country have more than doubled. I think that is rather significant for a rather short period of time, still considering the fact that the amendments have never been funded to the extent possible. States have overmatched, as Mr. Burkett said, 5 to 1.

The second point I would like to make is, the demands for vocational education are greater today than ever before in history. We now find ourselves in a situation where although we have the facilities and new equipment our enrollments are expanding and we still have schools in which youngsters and adults cannot get into programs because there is no room at the inn.

That is significant, particularly in light of the fact that with our emerging technologies and the changing world of work more and more persons are going to want to enroll in the vocational-technical programs.

This is particularly critical, I submit, at the postsecondary level where we now find declining enrollments in higher education. We find higher education institutions scrambling for budgets and scrambling for students.

Students generate credit hours and credit hours generate revenue. In my recent travels across the United States the thing that has been of real interest to me is the fact that some instituions of higher education which have never had a commitment to vocational-technical education are now getting interested in vocational-technical education.

I suspect this interest will continue and not decline.

Mr. Chairman, I would like to call your attention to the fact that this Nation has appeared to have made rather a substantial commitment to the development and exploration of our natural resources; exploration in the coal industry, development in the nuclear field, geothermal energy, solar energy, the health field, transportation industry, service industries, and you could go on ad infinitum.

I would suggest to that if this country is really interested in moving forward in the days ahead, in the 1980's and 1990's and the year 2000, we should become interested in a commitment to the development of manpower and womanpower as in the exploration of our natural resources.

I submit to you that if we spent all of our dollars, our time and energy in just the development of natural resources we will have wasted a tremendous amount of resources in these United States.

One of the interesting things that has been happening over the past years as a consequence of the 1968 amendments has been the broadened definition of vocational education and the implementation of programs that were not heretofore on the books.

When I suggest broadened I mean the fact that more and more people are asking for prevocational programs, for moving programs earlier into elementary grades and expanding further into the adult years.

So, Mr. Chairman, while I have no prepared statement today, I will submit a prepared statement at a later date and I would like to commend this committee for the work it has done and say to you that we are extremely pleased the committee is holding these oversight hearings and look forward to an even better legislation next year.

Thank you.

Dr. BURKETT. Mr. Chairman, we have two other people here at the table who have prepared statements. The first is Dr. Francis Tuttle, State director of vocational education in Oklahoma. He is the vice president of the National Association of State Directors of Vocational Education.

He is a man who has provided much leadership in this country in the development of vocational education and we will now hear from Dr. Tuttle.

Dr. TUTTLE. Thank you. Mr. Chairman, and members of the committee, I would like to tell you how much those of us in Oklahoma appreciate the efforts of Congress in providing the 1963 act and the 1968 amendments.

We have been able to do a tremendous amount in our State in terms of improvement of vocational education because of this significant act, and we want you to know we appreciate it.

Now I would like to tell you a little bit about what is happening in our State, something about our unmet needs, something about what we have been able to accomplish, and also some of the specialized areas that we have been able to work in because of the 1968 amendments.

Annually there are 51,000 persons needed in our State to meet the demands of business, industry and government services for trained manpower. The number of trainees available for placement from public vocational and technical education only amounts to 24 percent of this annual demand.

This leaves 76 percent of the annual demand not even trained by any public vocational education program in all sectors of supply. Supply of trained manpower, including the public, including the employment service registrants and including the private sector, adding all of these together we are meeting only 51 percent of the demand annually in regard to the number of people that need to be trained each year.

It has been found that 46 percent of the trained supply that is being trained each year is from the public vocational education sector. Eleven percent is from the private school sector and 42 percent come from the employment service registration rolls.

The indications are that the 42 percent from the employment service rolls need to have more upgrading and more cross training in order to gain and hold a job. These facts clearly indicate the challenge that we have in order to meet the needs for trained manpower in Oklahoma.

Vocational education has grown in Oklahoma but not at a rate sufficient to meet the demands being placed on it for trained manpower. For example, in 1967, the capital outlay for industrial growth in our State was $92 million. In 1973, it was $500 million.

Our own department has developed a comprehensive information system to assist in planning vocational education programs to meet the demands resulting from this new industrial growth.

The information system contains manpower forecasting and individual student data which, when combined, compose the occupational training information system. This information is compiled and provided to our local schools so that they can help plan their programs in their particular region.

The system involves 13 other agencies, so it serves all of the agencies in our State. Since 1968, Oklahoma has had a gain of 32.5-percent enrollment in vocational education. That increase was from 87,000 to 116,000.

The disadvantaged and handicapped enrollment, for which there has been a maximum priority, has gained tremendously in our State. The disadvantaged enrollment has increased 445 percent, and the handicapped enrollment has increased 28 percent.

We have had a 67-percent increase in the enrollment of programs that are supported by the part B funds of the amendments. The exemplary programs and others have also shown an increase. Consumer and homemaking programs have increased 7 percent.

The cooperative programs have had a 260-percent increase. Not only has the vocational education enrollment increased in Oklahoma, but data indicates that the persons trained by these programs are either entering employment or continuing their education in a related field.

Seventy-seven percent of the graduates from vocational training programs in our State are either available for the labor force or are enrolled in school in a field related to their vocational and technical training at the secondary level.

Of those persons who are available for the labor force, 79 percent are employed. Over a 5-year period, 80 percent of the persons available for the labor force were employed in a field related to their training.

In a survey of graduates conducted by the Oklahoma State University Research Foundation, it was found that most graduates felt the skill training they received was very good to excellent. When asked if they would take the same vocational program again, provided they could start over, 87 percent indicated that they would.

Most graduates found it easy to adapt to the equipment on the job Over three-fourths of the former students said the equipment in their classes was similar or superior to that on the job.

The graduates regarded their vocational instructors very highly in such areas as teaching, quality, knowledge and interest shown toward the students. The students indicated that their teachers were helpful in job placement, counseling, career decisions and providing learning experiences.

Employers were also surveyed. When asked if they were satisfied with the employees' vocational training, 87 percent indicated they were. They were asked to rate the quality of work produced by the employee and 90 percent rated the quality as average or above.

There are currently 20 area vocational and technical training districts in our State and 17 of these are in operation. In 1973–74, the

Area Vocational-Technical Training Schools in Oklahoma enrolled approximately 22,000 students.

Of this number, 10,000-plus were either secondary students or full-time adults. Studies indicate that Oklahoma needs 28 area vocational and technical training school districts in order to have occupational training accessible to all persons within the State and to provide a comprehensive vocational program.

Increased cost of land acquisition, construction and equipment has placed a greater burden on the State and local sources of revenue in the establishment of these schools. Additional sources of revenue are needed in order to provide the State a comprehensive system.

Oklahoma has what we consider to be a very advanced curriculum center, maybe one of the better ones in the Nation. The curriculum is developed on the behavioral objective approach and has been developed in all occupational areas.

The center in Oklahoma has been designated as a regional center for the coordination of curriculum development. The curriculum materials are utilized by all occupational areas, in addition, they are sought after by many of the other States that we serve, 18 in all.

Oklahoma has provided the leadership for curriculum area under their own expense. The regionalization is supported by the Office of Education but recent cuts in appropriations will make this impossible in the future.

We hope that that can be restored. Demands are constantly being placed upon our State Department for new training programs and new technologies are constantly making it necessary to revise the existing curriculum materials.

Currently, almost 30 percent of the freshmen in the State of Oklahoma are enrolled in vocational education. Twenty-nine percent of the sophomores are enrolled, 40 percent of the juniors and 48 percent of the seniors are enrolled for an average of 36 percent in grades 9 through 12 who are enrolled in vocational education.

Our goal in the State is to increase this to 65. There are currently 8,000 postsecondary students enrolled in technical education. This represents a small percentage of the postsecondary enrollment in the 2-year, junior and community colleges.

There are currently 39,000 adults trained in preparatory and supplemental vocational programs. This is a token of the potential of adults that need training.

With 84 percent of the jobs in Oklahoma being at less than the professional level, a great need still exists. It is apparent that Oklahoma is reaching approximately half of the youth who should be preparing themselves for the labor force.

A study conducted by our own department and also with the cooperation of business, industry and Government services, indicates that 148,000 persons currently employed need some kind of upgrade training annually.

This leaves 129,000 individuals annually needing training that is not currently being met. In addition, there are approximately 50,000 unemployed individuals that need either new training or upgrading in order to gain employment.

Enrollments in the public schools in Oklahoma reveal that there will not be an appreciable decrease in enrollment over the next 10-year period. If new industry keeps expanding as it has over the past 6 years, new demands will be placed on the State to meet these manpower requirements.

It is evident that an increase in Federal funds would increase the amount of State and local funds being generated and expanded for vocational and technical education. The percentage increase of the last 5 years from Federal funds in our State was 66 percent while the increase of State and local funds was 73 percent.

This increase has resulted in a 50 percent increase in enrollment in vocational education since 1968. If Federal funds were doubled we would still not be meeting the needs of individuals, industry, business and Government services.

Thank you for the opportunity of presenting my statement.

Chairman PERKINS. I want to thank you for an outstanding statement.

Dr. BURKETT. Mr. Chairman, we have with us today Mr. George Quarles, who is the chief administrator for the Office of Career Education in the New York City Public Schools.

Mr. Quarles has a strong background in vocational education. I knew him first as the director of the Newark Skill Center under the Manpower Development Training Act, and he ran an outstanding program.

We are delighted to have a man like Mr. Quarles in the position he is in, in one of the largest cities in the world and doing an outstanding job.

Chairman PERKINS. I am delighted to welcome you here. Go ahead.

Mr. QUARLES. Mr. Chairman, I thank you for inviting me to represent one of the largest cities in the world. When we talk about New York City some people think we are talking about a State when I quote the figures in terms of the people involved.

Some of our New Yorkers also think we ought to be a State. I think you have probably heard here in these hallowed Halls requests for removal from New York State itself to become a State within itself.

When we talk about 1.2 million students in our elementary and secondary schools, 60,000 teachers, 40,000 supportive staff and 100,000 adults who are a part of our entire system in New York City we are talking about better than a quarter million people. It is a large city.

And I think as I start to explain some of the programs and the impact the funds have had upon our city we can probably relate this to most of the big cities throughout the Nation.

The Vocational Education Act as amended in 1968 did provide funds for improvement and expansion of programs within New York City. This represents 8 percent of the total funds being expended in New York City.

We, over the past 3 years, have increased our VEA funds from $4 million to $8 million. This was accomplished within 2 years because of the establishment of the Office of Career Education, which is a planning unit that brings together in a coordinated fashion all of the different programs and bureaus within the board of education that relate to occupational education.

The board of education spends $100 million worth of tax levy funds for vocational education programs. These funds are part of the capital budget. They are not a part of the school budget that is submitted to the mayor for approval, which means that the mayor may cut our regular school budget but he does not touch the capital budget that is used for vocational education.

The reason that vocational funds are part of the capital budget is because now in New York City we need to develop human resources. So the money that is being expended in New York City in the form of $100 million is not usually cut.

During the past 5 years the needs of the disadvantaged and handicapped youth and adult populations have increased, making it even more imperative that funding sources, such as VEA continue and increase, but they should be based upon solid accomplishments and evidence that programs initiated through VEA funds are eventually a part of our regular school system. In other words, they should be adopted into our tax levy budget.

I will give you several examples which will represent the scope and type of accomplishments that we have derived from VEA funds, and I would hope, as I go through this presentation, you and your committee members will see the need, and I know you do, but the Congress will see the need to continue and increase the funding that is so vitally needed within the city.

Our cooperative education program has approximately 9,000 students, and this represents 82 of the city's 100 high schools. These students have received realistic exposure to the world of work.

One of the things that I like when I go out to visit in business or industry is to have an employer say to me, "Gee, I didn't know kids were like that. They are real ladies and gentlemen. They can produce and they are friendly and they are warm. They are really just like my kids."

The kids we are talking about are disadvantaged kids. I think that the program does one thing alone, it awakens the employer to see the individual as a real person, as someone who can produce and deliver for that particular firm.

The students are motivated. They become confident and most of all, once they have gone through the cooperative program they are employed by that employer for whom they worked.

In addition, the 9,000 students earned $10 million last year. I think that is quite a feat when you talk about the disadvantaged and the critical need for money to continue to learn and make our way through school.

Another allied program to the co-op is our work study. We had 800 students involved in that particular program. In our trade and technical programs we had 40,000 secondary school students involved. Most of the programs that are new were established through the use of VEA funds.

We were able to strengthen our VEA program because the act itself requires we establish an advisory council. New York City has an executive secretary that is paid by the board, who has established a structure of commissions that relate to the 70 different occupational clusters in the areas we offer within the city. The commissions are composed of the individual specialists who work with us on curriculum development, assist us in getting jobs for the students, and who are vitally concerned about the quality of the program that we are developing.

New equipment within the city would be impossible without VEA funds. Even though we have a capital budget of $100 million for vocational programs, 80 percent of that is absorbed in salaries.

We have been able to develop what we call a unit skills concept. By that we mean it is no longer necessary for everybody to go through a 3-year sequence to be employable. Rather, we allow the senior who has delayed that choice until the last year to enter into our vocational program.

They receive 1 year of vocational education and become employable at the end of that year. I think this is important as we start to look at the total program of vocational education because I believe that of about 300,000 high school students, all of them ought to be able to earn a living regardless of whether they are going to college or directly to work.

We have no guarantee that those who are going on to college will complete college. And while they are in college they can earn a living. So, even though right now we are only reaching approximately 160,000 youngsters, I believe that all 300,000 high school youngsters ought to be involved in vocational training.

When I speak of agriculture and related subjects in New York City I invariably get a smile from people. We have 950 secondary students who were involved in this past year in agriculture and ornamental horticulture programs.

These programs are tied directly into our parks department, florists, cemeteries, et cetera. The coordinator was made possible through our VEA funds. It is important to point out that the annual VEA expenditures for these programs are, at this time, moderate since most of the programs have now been absorbed into the tax levy funds.

New York City is a mecca of the business and financial world. In Business Education we have over 100,000 secondary students and 8,000 adults who were involved in tax levy training programs.

In health occupations last year approximately 6,200 secondary students were involved in health careers; 1,735 adults participated in similar VEA programs, I am talking strictly about VEA programs and the support we are getting from that money, which represents only 8 percent of the total expenditure in the city.

Since we know that youngsters learn in many different ways we have devised alternative programs. These programs were initially designed for those youngsters who were not achieving well in our normal school setting.

We are talking about disadvantaged kids when I say that. Now, the programs have been so successful that the most advantaged kids are anxious to get into the program. I think that is good because I don't think we should ever design any special program for any special segment of the population without having the option for other kids to join.

Some of the programs such as, the Executive and Human Services Internship program have been highly successful because they have moved the emphasis out of the high school into the real world of work and allowed students to look at career possibilities in many areas.

For example, one of the executive interns was assigned to work for the vice president of A. T. & T., another with NBC TV's executive producer of community affairs and still another with an advertising firm.

These youngsters are all over New York City in what we call our alternative programs, those programs that exist outside of the four walls of the school. Through VEA funds we are able to establish a similar program called Human Services Internship.

In this program the youngsters are in day care centers. They work with the caseworkers and get exposed to real human needs in terms of services.

Another alternative program is called our Shared Instructional program. We have three types of high schools in New York City: the academic, the comprehensive, and the vocational.

I think we need to have a system of education within the city that allows a free flow of students among our various schools. We have devised a program that allows this freedom through VEA funds. It is called the Shared Instructional Services program.

In this program youngsters can move from the academic high school into our vocational high schools for a portion of the day. In another way, we are allowed to utilize the same program to allow the youngster in a vocational high school to go to the Bronx High School of Science if there is a particular course there that the youngster is interested in. It is a form of open enrollment in our high schools.

The enrollment in our vocational high schools has increased, while in all other high schools it has leveled off. One of the problems we are having is that last year 7,500 students were denied admission to our vocational high schools. Another 1,200 could not be admitted into our Shared Instructional Services program.

While tax levy funds provide a substantial portion of the support for the program, there is urgent need for VEA funds to provide maximal opportunity for vocational education for all other students regardless of socioeconomic background.

Our After School Skills center allows youngsters who have gone through a full day of school to participate in vocational education for a portion of the week. This is open to secondary public and nonprofit private schools.

It is after school and on Saturdays. We have 5,260 students involved in that particular program.

Satellite academies for skills training is tied indirectly to business and industry. The youngster spends 10 weeks in business or industry and then 10 weeks back in school. One of our sites happens to be on Nassau Street in the Wall Street district.

Many of the big banks, such as: First National City has taken in our students for that 10-week period. It is a form of co-op also, except the student is not in a regular high school. They are in what we call our satellite academies. We also have a satellite academy tied in with a hospital where kids get career exposure in that way.

There are other programs, such as the Clinton program, which is an alternative junior high school program; half a day in school and half a day in business and industry at the junior high school level.

There are occupational programs for the handicapped with approximately 2,000 students. I don't think we have moved well in this area at all. I was talking earlier to some of my friends on the panel that we will increase our efforts for the handicapped because some of the attitudes in the city is that handicapped people, just as the attitude is toward the disadvantaged, cannot function as well as some of the better advantaged.

I don't believe that. A handicap in no way, in my mind, would keep a person from functioning in terms of learning a skill; 700 handicapped students were placed in summer jobs through the city's Youth Service Administration and the Human Resources Administrati[illegible]

Our adult programs, funded through VEA, had 25,000 adults involved. Some of them were preemployment, meaning that before the person is employed he has no skills. This is a basic skill program that they are able to take advantage of.

The other programs are upgrading programs for adults and this includes rehabilitation centers such as Riker's Island, drug addiction halfway houses, and the like. These are supported by the funds.

We believe, as I mentioned earlier, we need a comprehensive system of education. This comprehensive system of education must allow the free flow of our youngsters into either business or industry into the schools and back into industry.

If we do that we don't have what we call dropouts. We have a person suspending his education but always knowing he could come back into the system and we would welcome them with open arms.

Career education has taken a giant step in New York City. We have a model that is working on the elementary, intermediate, and high school level. This model has allowed the basic disciplines, such as math, science, and social studies to infuse the concepts of the real world into the everyday curriculum and not as an ad hoc thing that is done once a year, such as a career fair that would only occur once a year but is part of the continuing system of education.

In general, the VEA funds have been used in this city to fill the void left by tax levy funding. It has expanded the scope of occupational education within New York City. In effect, the VEA funds have represented seed money that has a major multiplier effect in terms of student development as well as the development of new and significant programs.

The history of effective utilization of VEA funds and its impact upon the disadvantaged and the handicapped argue strongly in favor of continued and increased funding. This conclusion is supported by the demonstrated value and accomplishments of the past VEA programs.

I hope that we will continue in the same vein that our 1968 amendments allowed us to and that there will be increased funding of vocational education.

Chairman **Perkins**. Let me compliment you, Dr. Quarles, and likewise Dr. Burkett, and Dr. Ellis. I see that Dr. Tuttle, from Oklahoma, has already left. Thank you all for your outstanding testimony.

I have some additional questions I would like to ask, but time will not permit me. We have to answer a quorum in the House. Is there anyone else this evening, Dr. Burkett, that we are to hear?

Dr. **Burkett**. That concludes the testimony of our panel. I understand you will have hearings tomorrow morning starting at 8:30 and we will have six people.

Chairman **Perkins**. The hearing will be here in the morning and we will hear further from you then. I thank you all for your appearance. I wish I had more time to interrogate, but you will be back on this witness stand again, Dr. Burkett, before we get to further action on the bill.

We are certainly getting off to a good start, because you are outlining some of the needs that must be incorporated into legislation that Congressman Quie and I will shortly introduce.

Let me thank all of you, once again, for your attendance here today.

[Whereupon, at 6 p.m. the committee recessed, to reconvene at 8:30 a.m. Thursday, August 1, 1974.]

VOCATIONAL EDUCATION AMENDMENTS OF 1974

THURSDAY, AUGUST 1, 1974

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 8:50 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Washington, D.C., Hon. Carl D. Perkins (chairman) presiding.

Present: Representatives Perkins, Meeds, Quie, and Steiger.

Staff Present: Jack Jennings, counsel; Eydie Gaskins, special assistant; Toni Painter, staff assistant; Charles W. Radcliffe, minority counsel.

Chairman Perkins. It is a great pleasure for me this morning to welcome you vocational educators from throughout the country here today with Dr. Burkett.

This committee intends to cooperate closely with the great leadership you have here in Washington in the next several months in working on this legislation.

We want to get the best bill possible enacted into law and no one can make a greater contribution than your organization. I am delighted to be able to say that I have worked with Dr. Burkett and his predecessors ever since I came to Congress in trying to strengthen the vocational education programs in America. Naturally, we want to continue to go further.

And now, Dr. Burkett, I notice we have as our first witness Mr. Richard Nelson, Chief of Program Operations of the Vocational Education Section of the State Department of Education, Sacramento, Calif.

Next is Dr. William Stevenson, assistant state director and head of research, planning and evaluation of the State Department of Vocational-Technical Education in Stillwater, Okla.

We also have Mr. George Ramey, director of the Mayo State Vocational School in Paintsville, Ky., from my district; Dr. Melvin L. Barlow, professor of education at the University of California in Los Angeles; Dr. Eugene Bottoms, director of the Division of Program and Staff Development of the State Department of Education in Atlanta, Ga.; and Mr. Carroll Bennett, director of Career Education, Des Moines Area Community College in Ankeny, Iowa.

Why don't we hear from all of the witnesses first and then we will ask questions.

Without objection, all of the prepared statements will be included in the record at this point.

[The statements referred to follow:]

PREPARED STATEMENT OF WILLIAM W. STEVENSON, ASSISTANT STATE DIRECTOR AND HEAD, DIVISION OF RESEARCH, PLANNING AND EVALUATION, OKLAHOMA STATE DEPARTMENT OF VOCATIONAL AND TECHNICAL EDUCATION, STILLWATER, OKLA.

Mr. Chairman and members of the subcommittee, my name is William Stevenson. My title is Assistant State Director and Head, Division of Research, Planning and Evaluation in the Oklahoma State Department of Vocational and Technical Education in Stillwater, Oklahoma. My job with the Oklahoma State Department of Vocational and Technical Education includes responsibility for research, planning, evaluation, management information systems, and several special projects of the Department. I have overall supervision for these areas and there is a head of each of these identified units who reports to me. The mission of my Division as identified in our management by objectives system is "to provide data, information, and service to state and local leaders in order that they may more effectively administer and/or support programs of vocational and technical education to accomplish the mission of the Oklahoma State Department of Vocational and Technical Education." That overall mission of the Department to which I refer is "to educate, train, and provide guidance for all persons who seek to develop the knowledges, skills and behavioral characteristics that are necessary for employment."

I have been with the Oklahoma State Department of Vocational and Technical Education for approximately eight years; first as director of the Research Coordinating Unit for vocational education and more recently as head of the Division of Research, Planning and Evaluation which includes the RCU. The focus of the Division has been to provide data and information from research, evaluation, and our data gathering units and to use that information through the planning unit to improve decisions relative to programs and directions which would result in the most effective delivery system for vocational education in our state.

I present this brief sketch of the operations of our division in Oklahoma in order to illustrate how the flow of relevant data and new knowledge meshes with present operations and years of experience in occupational education to provide direction for change. The flow really starts with research—determining the information needs of local and state decision makers. Program evaluations reveal the condition of the delivery system at the local level and identify additional needed information. The management information system is designed to collect, analyze and package this identified required data and information. From this point, individuals in the planning unit pull together all available knowledge and data which relate to program management decisions. Based on this package of data and information and on social, economic, and political awareness, the top administration of our department determines our priority direction.

Management by objectives

The mortar which holds together this total system for decision making is our management by objectives system. The Oklahoma State Department of Vocational and Technical Education has been operating on a management by objectives system for the past three years. This means that every operating unit within our Department has a set of measurable objectives which will lead that particular unit towards its responsibility in achieving the overall objectives of the Department. In addition to this, every individual within the Department has a negotiated set of job functions and job objectives which provide for individual direction and accountability. I am presently directing a project in which phase one provided assistance to sixteen other state departments of vocational education in implementing their own management by objective systems. Next year, through continued Education Professions Development Act support, we will be working with twelve additional states. Our objective and expectation is that approximately thirty state departments of vocational education will be using this systematic approach to management by the end of this fiscal year.

With this background, I would like to recommend to the committee additional support through new legislation dealing with vocational education for the areas of research, evaluation, and information systems which are critical to effective planning and improvement of the occupational training which we provide for students.

Management Information System

What is an effective information system? What are the kinds of data and information which are needed in order to make decisions about vocational education? At a recent national conference on management information systems sponsored by the Oklahoma State Department of Vocational and Technical Education, Oklahoma State University and the Center for Occupational Education at North Carolina State University, the following areas of information needs were identified and discussed.

1. *Manpower demand information.*—We need to know those jobs for which there is the greatest potential for employment. We need to know the types of skills related to each occupational opening and the type of training necessary to make an effective employee. We need to know the jobs in which there is an oversupply of trained individuals. In other words, we need to have the kinds of data and information which will guide us in making sure that our schools more accurately reflect the requirements of our labor force and the needs and desires of our student population, both youth and adult.

2. *Student supply information.*—We need to know the output of trained manpower presently being provided to the business community by all types of occupational training. This supply data can then be interfaced with the demand data providing programmatic decision makers a prioritized listing of those occupations with the most critical need and with the greatest potential for additional employment. We need to know which of our programs are placing the highest percentage of students on jobs related to their training and which programs are less effective. We need to know the immediate and long-range occupational training plans and needs of students. It is our position in the State Department that all three of these factors should be considered in making recommendations for program expansion or curtailment. Are there jobs available? Are our training programs placing students in these jobs and do students want training for these particular occupations.

3. *Financial information.*—We need to know the cost of training an individual for a specific occupation. We need to know the returns to the individual and to society for training in a specific occupation. Only with this type of information can we have the greatest impact on training programs and the greatest return from our investment.

Occupational Training Information System

The mechanism used for providing this information to decision makers is known as the Occupational Training Information System (OTIS). We are now in the sixth year in the development of the OTIS system. The OTIS publication interfaces manpower demand and manpower supply by job title for the occupations for which there are training programs in our state. This information is presented both on a statewide basis and broken down by the eleven economic planning districts in Oklahoma. The manpower demand information is largely provided by the Oklahoma Employment Security Commission through a contractural arrangement. Additional special surveys are constantly being made in order to verify the accuracy of the data and to update our information. Some twenty agencies in Oklahoma are now cooperating through OTIS to assist in the collection of data and in the application of this information to their program planning.

The supply side of the OTIS matrix is provided through the Student Accounting System of the State Department of Vocational and Technical Education and through follow-up information provided by other training agencies, both public and private. The Student Accounting System provides us with information on a one-, three-, and five-year follow-up basis.

OTIS has become the mechanism through which all involved agencies cooperate in the collection of data. This eliminates a number of different agencies and associations contacting industry on an individual basis. OTIS is now the major planning tool for all of the agencies and associations within the state that offer training programs. Within the State Department of Vocational and Technical Education, policy has been established which prohibits the funding of any new program unless there is a strong manpower demand demonstrated in OTIS or in individually conducted and approved surveys. Local directors of vocational education in comprehensive high schools and local superintendents of area vocational-technical schools depend heavily upon information provided by the system in determining new program offerings to be presented within their communities. A gradual elimination of those programs which are not in heavy demand areas has been a continuing policy of the department.

To illustrate the effectiveness of OTIS, in 1967 with its beginning, there was approximately a 75 percent match of program offerings and manpower demand in the state. In 1973, we find that there is a 95 percent match between program offerings and manpower demand. We have also determined that all training programs, both public and private, are supplying only 53 percent of the trained manpower needed below the baccalaureate level. This, of course, does not mean that the other 47 percent of the jobs go unfilled but that people with less than optimal level training are being hired. We can safely say that the training output of all programs in the state could be doubled and, if judiciously done, would not provide any oversupply of trained manpower to the state. When complete financial information is combined with demand and follow-up data, we begin to sharpen our cost/benefit view of programs.

Evaluation

You realize, of course, that information which is not used is largely worthless. Therefore, we engage in the type of dissemination effort which assures a maximum use of data available. The evaluation system employed in our Department bases its judgment not only upon team visits to vocational programs by a committee of experts but also upon the kinds of follow-up information which indicate the effectiveness of programs in the areas of holding power, placement on jobs and continuing training in related areas. Twenty percent of the programs in each state have this type of in-depth evaluation each year. Each program is analyzed in the light of the accomplishments of programs in similar schools and on a state average basis. Specific commendations and recommendations for improvement are made for each program to school administrators and vocational instructors. In subsequent follow-up of programs which have been evaluated, we have found a definite higher level of support for vocational programs by the school and a gradual increase in the percentage of students placed on jobs. We find that six months after graduation, the unemployment rate of vocationally trained youth is approximately three percent. This is most encouraging when compared to the 15 percent unemployment rate of all youth of this age.

Planning

Another method which is employed to assure that our direction is based on all available information is the work of the Planning Unit. Planning has been discussed by another member of this panel and let me simply say that taking the input of the management information system unit, the personnel responsible for planning recommend to the top administration what the new program direction should be. Realizing that consideration must be given to the social and political climate of the communities being served, the final decision as to priorities for program development is the responsibility of administration. However, the major considerations in these decisions are as I have outlined in this paper.

Research

Finally, I would like to speak to the research effort which has been a part of vocational education since the Vocational Education Act of 1963. All of the advanced decision-making mechanisms which I have described to you and which I firmly believe have led to improved vocational education in Oklahoma have grown out of our research efforts. New ideas must be conceived and tested. New methods must be developed and tried. We must continually search for the better way of doing our job or we must search for those new things that should be done. OTIS was first an idea which had to be tested and proven. The evaluation effort was first a concept which had to be tried and evaluated. We had to learn the best methods of planning through experimentation and trial. This kind of applied research which has as its objective the improvement—the immediate and direct improvement—of vocational education, is what we spend the vocational education research dollars for.

With the advent of the Research Coordinating Unit, each state had a focal point for studying itself. Each state had an opportunity to determine its own needs. Each state had an opportunity to analyze its own situation and determine how best it could be served by research. Research Coordinating Units have grown in different directions in different states. But in every instance of which I am aware, that unit has become, as it is in Oklahoma, one of the strong inputs into the decision-making process through which improvements are made. The R.C.U.'s have also taken the lead in innovations which result in program improvement.

Programs for new and emerging occupations, curriculum development and testing, improved teaching methods and classroom or shop management have been researched and implemented.

States have now developed the research expertise and the level of sophistication to be able to set their own priorities for research. Priority designation through the state departments of vocational education should be a strong factor in determining how the Office of Education Commissioner handles that fifty percent of the research funds reserved for his administration. To ignore the priority recommendations of the state and to accept full responsibility in Washington for determining what research should be conducted in Oklahoma is, in my opinion, wrong. There are, undoubtedly, problems of national import for which research funds can feasibly be spent. However, the research to be conducted within the states should be, in my opinion, determined by those states involved. This has not always been the case in the past, but communication is ongoing and hopefully progress in this direction will be made.

One additional thought about research. One of the most effective uses of research funds that we have seen in Oklahoma is what we term "mini-grants" to vocational teachers. We asked teachers who have an idea about how they might improve their work in the classroom or their vocational programs to write us a brief proposal for funds. We have funded sixty-four of these projects (at an average cost of $750) in the past years when discretionnary research funds were available. We have found that through this method, teachers begin to develop the kinds of research expertise needed to determine what is best for them in their particular classroom. We may never discover through massive research efforts the one solution to our educational problems. The better approach may be to give teachers and local administrators the kind of intellectual curiosity which is the essence of effective research in order that they may determine under their own classroom or laboratory situation what works best for them with their students.

To conclude, I hope that I have given you a picture of how in one state the decision-making process is being influenced and the delivery mechanism is being sharpened through an integrated and coordinated system of research, evaluation, management information, and planning. Increased support for states in developing these methods of systematic analysis will result in a more effective vocational education system for this nation.

Gentlemen, thank you.

Prepared Statement of George L. Ramey, Director, Mayo State Vocational Technical School, Paintsville, Ky.

Much has been accomplished in Vocational Education since the passing of the '63 Vocational Act. Much more has been accomplished since the passing of the '68 amendment. However, much is yet to be done.

With the added funds during the past 10 years, more students have been trained, teachers' salaries, in many cases increased, buildings and equipment have been improved. Not only have improved buildings and better and more modern equipment improved the training capabilities, but perhaps just as important, they have helped to increase the prestige of Vocational Education so that fewer people will think of it as "education for someone else's children."

We need to expand all phases of Vocational Education, especially the post-secondary and adult levels. Students in elementary and secondary schools should certainly have the opportunity to learn about the world of work and perhaps have some specific training in trades of their chosen fields. However, too much time cannot be spent in learning a trade while in high school without sacrificing their studies in the academic fields. The tradesmen, if they are to take their place in today's society, need to study English, math, science, history, government, and perhaps "music and art" the same as the students who go to college. Many students have not reached the maturity that often is needed to really seriously devote their study to their life's work.

In many areas these students, probably high school graduates are not financially able to go to college or a post-secondary vocational school. This is probably more true today than ever before because of inflation with its high cost of living. In the school where I am Director, many students' only source of money is from Social Security. Several students get student loans. Some are on the Basic Educational Opportunity Grant Program (BEOG), and some are on the Work

Study Program. Many give up and don't try. Less than ½ of our high school graduates go to college or a vocational school. They either get low paying jobs, probably with no future, or else do nothing. Many will follow the example of others and in some cases their parents, and get on welfare in a few years.

In today's industrial world most good paying jobs require training. If the parents have the financial means to educate their children, then the only question with the children is proper guidance and motivation. However, in areas of high unemployment and low paying jobs, it becomes difficult and even impossible for the parents to send their children to post-secondary school whether it is college or post-secondary vocational education. Consequently, the circle of poverty is continued.

It would be much more economical to make it possible for these people to be trained and educated in order to earn a decent living than to commit them to a life of poverty on welfare. The area where the Mayo Vocational-Technical School is located is one of our depressed areas. The mountains with only 20% of the land suitable for cultivation or building, but with a density of population of 77 per square mile in reality amounts to a density population of 385 per square mile. There are few jobs available and only a few industries. The school graduates 250 to 300 each year. Of this number practically all immediately get good jobs, often in other areas and other states. The school has trained many on the MDTA Program. Here again, the placement in jobs has been high and the cycle of poverty broken. In each case it is only the students who are financially able or where the government has made it possible for them to attend.

If we are to reduce welfare rolls, and if we are to make it possible for all individuals to lead a productive life and enjoy an adequate standard of living, we must make it possible for these people to be trained.

It is hoped that Congress will not only extend the 1963 Vocational Act to 1980, but that the financial support be increased so that all people who can benefit by vocational education can be served and that financial aid, through work study or other progrms, will make it possible for these people to attend school.

PREPARED STATEMENT OF MELVIN L. BARLOW, PROFESSOR, GRADUATE SCHOOL OF EDUCATION, UNIVERSITY OF CALIFORNIA, LOS ANGELES AND DIRECTOR, DIVISION OF VOCATIONAL EDUCATION, UNIVERSITY OF CALIFORNIA

Mr. Chairman and members of the committee, I would like to express my appreciation to the chairman and members of the Committee for the opportunity to appear before you today to discuss two of the imperative aspects of vocational education that need attention— *teacher education*, and *leadership development*. Mr. Chairman, for most of my professional life in vocational education, now nearly 35 years, I have been involved in vocational teacher education and vocational education leadership development. It has also been my good fortune during these years to have participated in national reviews of vocational education, and in studies and planning for teacher education and leadership development. I regard both of these parts of vocational education as essential in the future progress of vocational education.

Vocational Teacher Education

Mr. Chairman, the Congress in 1917 when it finalized the Smith-Hughes Act, was deeply concerned about teacher education and were thoroughly aware that quality in vocational education programs depended in a very large measure upon the quality of instruction. In fact, that Congress actually appropriated funds to carry out the mission of teacher education.

Despite the passage of time the principle that excellence in vocational education is dependent upon the kinds of persons who manage vocational instruction has not changed. In fact it has become more complicated and considerably more involved due to the range and scope of the occupations for which instruction is provided, and the wide variety of the total population involved in the study of vocational education. The 1968 Amendments did mandate that vocational education have concerns for "all persons of all ages in all communities" and this means a wide variety of teachers with vastly different qualifications and backgrounds must be prepared for such instruction.

The actual count of vocational education teachers in FY '73 was 243,514. The growth of the number of teachers over a long period of time has been about 13.8 percent per year. Projecting the number in FY '73 to FY '80 we can expect to have more than 470,000 vocational education teachers. This means that in a short period of seven years we will nearly double the number of teachers. But increased numbers alone is not the major problem. The major part of the problem is the complexity of the kinds of teachers desired and their personal and professional needs to serve satisfactorily in the area of vocational education. Growing numbers of vocational teachers must be equipped to teach disadvantaged and handicapped students; some of these teachers will need to deal with students who have language problems; other students will have basic education problems—reading, writing, calculating, for example; and still other students will need concentrated individualized instruction because they are slow to learn.

Teacher education for vocational education teachers has two basic parts. First, is the program referred to as "preservice" teacher education. This part is concerned with the kinds of teacher preparation that are provided for the teacher who first enters upon the task of teaching in a vocational education program. It is this part that we have had the most experience. Over the years we have been concerned with full-time and part-time vocational education teachers who are beginning their instructional career. The second part is generally referred to as "inservice" teacher education. The task for this part is concerned with keeping the vocational instructor up to date with regard to his occupational competence, and his professional competence as a teacher. In many occupations the technology has been advancing rapidly and it is difficult for teachers to keep up with the rapid growth of the technical aspects of their occupational area. Also, research has been providing us with new concepts in teaching and learning and it is equally difficult for teachers to keep up with these developments.

The studies used by the Congress in formulating the Vocational Education Amendments of 1968 pointed up the extreme need for attention to inservice teacher education. Since that Act, the States have turned their attention to programs of inservice teacher education as one means of helping teachers update themselves. During FY '73, 93,700 vocational education teachers were involved in "inservice" teacher education; we estimate that this number will grow to 166,000 by FY '80. As an example I would like to cite one case for one State (California) how "inservice" teacher education assisted some teachers to update themselves for one aspect of occupational competence. When air pollution was first in the news as an aspect of our environmental needs, California set about to produce an instructional program for automechanics instructors about Auto Emission Control. The program was then provided for about 300 instructors throughout the State, thus updating them on the very latest aspects of auto emission control. In a similar way other programs have been taken to instructors throughout the State concerning new ideas in professional development—multimedia instruction, for example.

Mr. Chairman, the States vary widely in their programs of teacher education, both preservice and inservice, but the needs for such programs are so commanding that legislation for vocational education should emphasize this area of concern. Not since the Smith-Hughes Act of 1917 has teacher education emerged prominently in Federal legislation. More recent vocational education legislation has allocated teacher education to a category known as "ancillary services" which has caused people to think of teacher education only as a subordinate element of vocational education. Legislative attention to teacher education appears to me to be imperative in the future, in fact our future progress in vocational education depends upon it.

Legislative attention to vocational teacher education will not only emphasize the importance of the area but will provide a base for accountability in relation to teacher education. Such attention will cause the States to study the present nature of their teacher education programs, descriptions of the total number of teachers in the State, and the occupational and professional needs of teachers. Such data are necessary in order to plan appropriate inservice teacher education programs, and some States have already embarked on such studies. Early in 1974 California published a study of 9,724 vocational education teachers (about 40 percent of the total), in 1,137 school districts, 96 community colleges, 8 skill centers, 2 correctional institutions, and 62 regional occupational programs and centers.[1] We are beginning to know a great deal about vocational education teachers and their needs, but the project at this stage is only a beginning.

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[1] A *Profile of Vocational Educators: Preliminary Report, 1974.* Division of Vocational Education, University of California, and the Vocational Education Unit, California State Department of Education.

Leadership Development

Mr. Chairman, the second area I should like to invite the attention of the Committee to is the area of leadership development in vocational education. In 1968, the Vocational Education Amendments included a part concerning training and development programs for vocational education, which was administered through the Higher Education Act of 1965. We have now had nearly six years of experience with the leadership development programs and the evidence seems to indicate that the programs are meeting the objectives for which they were designed and that in general satisfactory progress is being made.

The problem we are attempting to attack with the leadership development program in vocational education is the age-old problem that many professional groups have, as their numbers increase and their operations become more complex, and that is the problem of obsolescence. The only resource that vocational education previously had was to "let the cream rise to the top." But, that process was slow and a catalyst was needed. The catalyst was provided in the Amendments of 1968 in the form of leadership development.

At the risk of oversimplifying the major thrusts of leadership development for vocational education let me cite three aspects that have had a particular relevance to the development of leadership. First, is the leadership development awards program in which highly selected vocational teachers are provided a stipend and institutional costs for a period of three years in which to engage in depth study of vocational education in selected institutions of higher education that offer a speciality in vocational education at the graduate level. During the first three year period a total of 216 students attended this program (about 0.1 percent of the total number of teachers of vocational education). This group has graduated and are engaged in a variety of leadership and top administrative positions. The group completing the program under my direction at UCLA are now located as follows: 4 in university positions, 3 in State departments of Education, 3 in county departments of education, 5 in high schools and community colleges, 2 with State advisory councils on vocational education, 1 in vocational education research, and 1 in private industry. The emphasis in the leadership awards program is on *leadership development* and upon *involvement* of the students in a wide variety of real-life vocational education programs; the almost incidental part of the program is that they also complete advanced degrees.

The second aspect of leadership development has consisted of the national thrust, administered through the Office of Education, which makes it possible to deal with national priorities in vocational education and to develop a consensus among vocational educators concerning a variety of special topics such as particular areas of instruction, standards of performance, evaluation and accountability of vocational education, and others. A particular need exists for leadership activities among high level policy makers who's judgment affects the operation of vocational education programs. Such leadership needs to be informed leadership, that is, they must know what the vocational education programs are, what is intended to be accomplished, and how this affects the national and State programs of education in general. Among the persons which may be identified as high level policy makers are chief State school officers, State and local boards of education, office of the State superintendent of public instruction, educational relations personnel in Governor's offices, and a host of others.

The third aspect of leadership development consists of a wide variety of activities conducted among the States for selected personnel within the State. Such activities exceed mere communication problems and bear heavily upon program development, instructional standards, planning, placement, and evaluation. Some States have developed special programs, evaluation for example, and have taken these short-unit programs to selected leaders throughout the State in order to develop a more standardized approach in the assessment of value in vocational instruction. Administrative leadership in California, for example, is vested in more than 300 people; this group becomes the prime target for leadership development activities.

Summary

Mr. Chairman, I have concentrated my remarks upon two points—*teacher education* and *leadership development.*

In the area of *teacher education* I believe that we have enough evidence to warrant the attention of this Committee to the needs of vocational teacher education. Therefore, I strongly recommend the following:

1. Provide in Federal legislation language and authorization for preservice teacher education for 81,000 vocational education teachers in FY '76 to 119,000 vocational education teachers in FY '80.

2. Provide in Federal legislation language and authorization for inservice teacher education for 113,000 vocational education teachers in FY '76 to 116,000 vocational education teachers in FY '80.

3. Provide in Federal legislation for appropriate accountability concerning the numbers of teachers prepared, and the nature of the training they have received.

In the area of *leadership development* we have had sufficient experience under present legislation to warrant continuation of this activity. Therefore, I strongly recommend the following:

1. Provide in Federal legislation authority for the Commissioner to make leadership development awards to 400 highly selected vocational educators for FY '77, and repeat the authority for the same number beginning in FY '80 and FY '83.

2. Provide in Federal legislation authority for the Commissioner to: (a) conduct national and regional leadership development programs designed to improve the quality of professional leadership and understanding of persons concerning the relationships, functions, and needs of vocational education programs within the context of the nation's total education effort; (b) conduct short-term institutes, workshops, symposia, or other training activities to focus the attention of educational policy makers upon the interrelationships of national social, economic, and educational issues; (c) to conduct long-term institutes for highly selected and high administrative level policy makers whose judgment affects the development of vocational education in the various States; and (d) to provide for *ad-hoc* national review panels to evaluate the effectiveness of these efforts.

3. Provide in Federal legislation authority for the States to conduct leadership development programs for selected persons within the State, and for accountability of the effectiveness of such programs.

PREPARED STATEMENT OF GENE BOTTOMS, VICE PRESIDENT OF GUIDANCE DIVISION, AMERICAN VOCATIONAL ASSOCIATION, INC.

Mr. Chairman and members of the committee, I am Gene Bottoms. For the past fourteen years I have been actively involved in both vocational guidance and vocational education in the State of Georgia. During this time I have served as Director of Guidance at the South Georgia Technical and Vocational School, State Supervisor of Vocational Guidance, and Associate State Director of Vocational Education. I am currently Director of the Division of Program and Staff Development of the Georgia State Department of Education. In addition, I am currently serving as Vice President of the Guidance Division of the American Vocational Association. I deeply appreciate the opportunity to meet with you today to share my views on vocational guidance, exploration and job placement. Specifically, I want to look at

I. Where have we been in regard to vocational guidance, exploration and job placement?

II. What should be provided for in any new vocational education legislation in the way of vocational guidance, exploration and placement?

III. What types of programs would be implemented as a result of a special title for vocational guidance, exploration and placement?

IV. What are the needs that support making vocational guidance, exploration and placement a national priority?

V. If vocational guidance, exploration and placement becomes a separate title in vocational education legislation, what outcomes should be expected?

VI. How would funds appropriated for vocational guidance, exploration and job placement be used?

VII. What amount of dollars should be appropriated from the Federal level in order to make vocational guidance, exploration and placement a national priority?

I. WHERE HAVE WE BEEN IN REGARD TO VOCATIONAL GUIDANCE, EXPLORATION AND JOB PLACEMENT?

First, let me compliment the Congress on the excellent way in which you responded to the national priorities of motivating the talented in the early 60s. You did this by setting aside categorical funds to do the job.

I would further compliment Congress on the fact that in the 1963 and 1968 Vocational Education Amendments you made it possible for vocational dollars to be expended for vocational guidance, exploration and placement activities. Not only in vocational legislation but in numerous other pieces of legislation the need has been recognized by Congress for a viable vocational guidance, exploration and placement program throughout the nation. The fact that expenditures were *permissible* rather than *required* has been a major factor preventing the development of vital comprehensive vocational guidance, exploration and placement programs for youth and adults in our society.

The United States Office of Education reported that in FY 71 only 2.3 percent of Federal funds expended for vocational education were spent for guidance, exploration and placement or an expenditure of slightly over $7 million. In terms of the enrollment in public education in grades seven through twelve for that year, of 21,161,000 the result is an expenditure of only thirty-three cents per individual. Consequently, the critical process of assisting youth in the identification with work roles and attitudes, choice and goal setting remain largely a haphazard occurrence outside the school structure, based on limited experience and sometimes faulty information.

Various surveys and studies show that a majority of American youth have not seen their school experience as having been helpful to them in formulating life career plans or in making decisions regarding immediate employment or vocational skill development pursuant to employment (Prediger, et al. 1973; Kennedy and Nelson, 1969; Flanagan, 1973). Typical of student responses is the result of the U.S.O.E. study (National Longitudinal Study of the High School Class of 1972) indicating that only small numbers of high school students were receiving guidance assistance in job placement (38%), choice of curriculum (15%), and post high school plans (9%). Predominantly, guidance efforts have continued to focus on smoothing the transition between high school and higher education, to the unfortunate neglect of vocational guidance, exploration and placement.

Even the college-bound, for whom the choice is frequently treated as an end in itself, are slighted by this process with the results that of the 75 percent enrolled in college preparatory or general curriculum only 17 percent of all secondary students will graduate from college (Forsythe and York, 1972). It is estimated that by 1975, 3.5 million young people with no salable skills will be looking for employment (Marland, 1971).

The ironic observation must be that emphasis has been given to college placement and skill development while slighting the obvious prerequisites to making knowledgeable decisions about that placement; i.e., background experiences, information and personal insights regarding a wide variety of educational and vocational options upon which to base career goals and plans. In short, the mechanisms by which to prepare for career plans are moving toward positive development, but help in formulating those plans in the first place is at best minimal.

This lack of attention to vocational guidance, exploration and placement is also evident at the Federal leadership level. In recent years, school districts and states could find no one office or individual identified at the Federal level for leadership and assistance in vocational guidance, exploration or placement. What is everybody's responsibility is rarely a focal point for anyone's attention, and the hoped for spin-off effects of other activities within the schools and at leadership levels have not materialized to a significant degree.

The resulting conclusion must be, therefore, that at this time planned systematic assistance in decision-making regarding vocational choices is neither financially nor functionally a national priority. The goal of providing for satisfying and successful transition from school to work for all citizens remains unaddressed by specific legislation or national and state leadership.

II. WHAT SHOULD BE PROVIDED FOR IN ANY NEW VOCATIONAL EDUCATION LEGISLATION IN THE WAY OF VOCATIONAL GUIDANCE, EXPLORATION AND PLACEMENT?

Vocational guidance, exploration and placement for in-school youth (primarily grades seven through fourteen), out-of-school youth, and adults must be established as a national priority. This can best be done by making vocational guidance, exploration and placement a *separate funded title within any new vocational education legislation.* This title would require that the state and local plans for vocational education include a planning component pertaining to a delivery system for vocational guidance, exploration and placement. No longer would funds used for this purpose have to be deducted from funds appropriated from the job skill preparation phase of vocational education. Thus, a separate title within new vocational education legislation would emphasize vocational guidance, exploration and placement as a national priority and would move the states toward systematic programs designed to assist each person to plan and implement career decisions.

III. WHAT TYPES OF PROGRAMS WOULD BE IMPLEMENTED AS A RESULT OF A SPECIAL TITLE FOR VOCATIONAL GUIDANCE, EXPLORATION AND PLACEMENT?

Such a title would provide vocational guidance, exploration and placement for all in-school youth in grades seven through twelve, post-secondary vocational programs, out-of-school youth and adults. The program will, through the curriculum and through specialized approaches, enable individuals to discover their interests, abilities, and values in relation to awareness, orientation, exploration, decision making, and planning for vocational choices and the world of work. Specifically, a comprehensive program in vocational guidance, exploration and placement should provide for the following programs.

A. At grades seven through ten, new vocational education legislation should *provide programs of in-depth orientation and exploration of the world of work* for all students. The component, designed either as a separate course or as an integral part of the existing curriculum, should be the primary opportunity for schools to provide two types of education experiences:

1. An introduction to the structure of the world of work in order that students may look at and classify work and maintain flexibility within a working society throughout their adult lives.

2. Experiences which illustrate ways of understanding and looking at oneself in relation to work in general, work settings, work values and tasks, and conditions of work. To accomplish these purposes such a program would

(*a*) put students in contact with workers in a variety of occupational groups;

(*b*) provide opportunities for students to test hypotheses about self in work roles through simulated work experiences and productive, responsible home, school, and community projects related to work roles;

(*c*) provide opportunities for students to visit and observe work and workers in a variety of settings; and

(*d*) organize regular group guidance experiences to assist students in interpreting what they learned about themselves through their experiences in terms of possible career goals and plans.

While essential to the positive career development of all students, these programmatic efforts can be particularly helpful to those with academic or socio-economic handicaps who may experience for the first time the relationship between the world of work and skills acquired in school. Surveys of dropouts in metropolitan areas indicate that lack of interest or understanding of the personal relevance of school to their own goals rather than a lack of ability is the principal reason most students choose to leave school before graduating. (Venn, 1970, reports that of 22,000 dropouts surveyed in seven metropolitan areas over a five year period, over two-thirds scored between 90–109 IQs.) M[illegible] of these young people leave school without having learned what the wo[illegible] of work expects of them, what their own capabilities and values are, and how to relate these understandings to productive survival in a work-oriented economy.

B. Programs to assist in *career decision-making and planning* are recommended for grades eleven and twelve, post-secondary students, and out-of-school youth and adults. The students who exit from the public school system need help in identifying tentative career goals and plans. Students considering post-secondary vocational and technical education need help in selecting curriculum offerings most appropriate to them if the resources of the institution are to be maximized for the greatest number of individuals. In addition, out-of-school youth and unemployed and underemployed adults are seeking new career objectives and need help in thinking through their career lives and plans. Decision-making and planning assistance may be provided by integrating special career decision-making and planning courses, group guidance classes, seminars, etc. into the existing curriculum or by providing intensive, systematic individual and group vocational counseling. Decision-making and planning programs would have as objectives both to assist the individual in developing decision-making skills and in applying those skills to their career lives. For instance, students should be able to:

1. Recognize that they have to make a decision and to specify the particular decision to be made.
2. Identify, understand, and use an array of resources in determining the range of alternatives available to them.
3. Assess the desirability and probability of the alternatives as they relate to them and their environment, and
4. Choose which steps to take in terms of present and future goals as they perceive them.

This program should not stop at the point we help an individual make a decision, but should be designed to help individuals formulate a five-year plan as to how they are going to reach tentative career goals. In this future-oriented context, individuals will lay out what they have to do to achieve tentative career goals, the steps they must take, when to take those steps, and how to assess progress toward tentative goals, with an understanding of the kind of flexibility needed to adapt to constantly changing societal and personal pressures. As I indicated before, this kind of assistance is not only needed by secondary youth, but by post-secondary and out-of-school youth and adults.

C. Job placement assistance should be a specified requirement of any new vocational education legislation. Placement should be available to all students existing from secondary schools and vocational programs, secondary, post-secondary, or adult levels. One of the widely accepted major goals of public education is to prepare young people for successful transitions to adult roles and, more specifically, to increase their career potential. Yet, the United States continues to have the highest rate of youth unemployment in the world, with figures reaching 63 percent in certain communities (Venn, 1970); and indications are that these figures will rise steadily if present trends and practices go unchecked (U.S. Department of Labor, 1970).

After a review of the critical dimensions of the youth unemployment problem, the *1972 Manpower Report of the PPresident* concluded that "the need exists . . . for more adequate guidance and job placement services to aid (young people ages 16–22) in the transition from school to work" (U.S. Department of Labor, 1972). This same concern was expressed as a major recommendation by the National Commission on the Reform of Secondary Education (Reform of Secondary Education, 1972).

The type of job placement which should be specified in new vocational education legislation is more intensive and broader than has been previously conceived. It is more than helping students obtain jobs: it is helping them obtain the best jobs possible based on their training and personal goals which provide for continued growth and development. In addition, it is following through to help students adjust to entry-level jobs during the initial period of employment so that many youngsters not only get a job but begin to progress up the job ladder. Many youths alienated from the world of work need help not only in obtaining an entry-level job but also in developing skills and habits necessary for holding that job. The equality of services owed to all American citizens by public education mandates that our concentration of education and guidance efforts to youngsters leaving school to enter the work force be as great as our services to those staying in school and/or pursuing higher education.

Job placement must include a follow through component designed to assist each student after placement. The purpose is to follow each student through the work experience until he or she receives permanent status or a first-step promotion, providing the necessary counseling to help students develop habits, skills, and attitudes necessary for satisfying adjustment to the work setting. This service would be of particular value to students who lack exposure to successful role models, and previous positive contacts with the adult working world.

A comprehensive job placement service as a potential for learning and individual self development could result in:

1. A reduction in youth unemployment.
2. Improved and more relevant curriculum and guidance services,
3. Excellence in education being based on the school's success with *every* student,
4. Making learning something other than academic achievement valued only in the school,

5. Locating part-time jobs for secondary students that are related to their tentative career goals,

6. Coordination of in-school learning with part-time work experience of in-school students,

7. Youth finding entry jobs which would lead to better career options,

8. Greater youth employment in fields related to training, and

9. Increased community input into definitions of goals for education.

D. An outreach function should be required by any new vocational education legislation. The purpose of an outreach service would be to return out-of-school youths to an appropriately adjusted learning situation such as part-time training and related employment or other individualized program designed specifically to meet the immediate and long-range needs of those previously alienated by the traditional school structure. Because of earlier negative experiences, these youths are not likely to seek further education on their own and will need to be sought out and convinced that the school can adjust to provide them with relevant, useful, successful experiences. Outreach programs should therefore have dual thrusts:

1. To work with out-of-school youth to help them identify career goals and to return to school to pursue those goals;

2. Counseling sessions to help students relate their own abilities, interests, all individuals, regardless of the direction their career plans take.

E. A separate title for vocational guidance exploration and placement should include a provision for vocational counseling. The focus of such vocational counseling must be upon all students and all educational levels. A prescribed vocational guidance program should provide the following:

1. Prevocational counseling to help students systematically assess and personalize the meaning of exploratory work and educational experiences.

2. Counseling sessions to help students relate their own abilities, interests, and values to possible career options.

3. Intensive vocational and educational counseling programs to encourage the development, implementation, and continuous assessment of tentative personal and career plans throughout the student's high school years.

4. Vocational counseling to help students make choices among vocational course offerings at the secondary, post-secondary, and adult levels.

5. Counseling programs to help individuals adjust to new roles as workers until a smooth transition into the work setting is assured.

The aspect of counseling regarding personal problems and development should be seen as a very important strand relating to and running throughout the other guidance activities of orientation, exploration, decision-making, planning, placement, and adjustment.

In summary, a special title for vocational guidance, exploration and placement within any new vocational education legislation should provide for comprehensive and articulate programs designed to facilitate career decision-making, planning, and implementation for all youth.

IV. WHAT ARE THE NEEDS THAT SUPPORT MAKING VOCATIONAL GUIDANCE, EXPLORATION AND PLACEMENT A NATIONAL PRIORITY?

How can individuals be free to choose that which they know nothing about? How can they examine avenues which, because of stereotyped attitudes or misinformation, they do not perceive as being acceptable? Why do we have an oversupply of college graduates and an undersupply of skilled craftsmen in the fields? Why have new vocational education programs been initiated in some communities and students have failed to enroll? Why are more and more urban high schools turning to police and security forces to maintain order in the buildings? Why are many students turned off with schools? Why does youth unemployment continue to increase? Why are many alienated to the adult society?

Look again at the following facts which summarize the seriousness of the problems facing American education:

A. The unemployment rate among 16–19 year olds, those in the gap between school and the job, is over 15 percent and rising, over 30 percent among blacks (U.S. Department of Commerce, 1974). Youth unemployment reaches as high as 63 percent in some communities (Venn, 1970).

B. A recent survey of college and university students shows that 70 percent found their biggest problem to be that of determining what to become. Seventy-one percent said the second biggest problem was finding someone who could help them decide (ACT Research Report, No. 61, 1973). Today I find it easier to employ a person with a college degree to be a secretary than to employ a person trained to be a secretary.

C. A survey of business executives indicates they believe schools need to place greater emphasis on helping youth learn more about being prepared to enter the world of work, with less than one-third finding the present educational system satisfactory (Finley, 1972).

D. While overall unemployment for graduates between the ages of 18 and 24 without vocational training is over 24 percent, the unemployment rate for youth with vocational training is only 5.2 percent (Forsythe and York, 1972).

A study conducted by Ohio State reveals that out-of-school youth who worked in school had unemployment rate only one-fifth of out-of-school youth with no work experience to their credit. Employees indicate a greater willingness to hire youth with previous experience in the work setting (Parnes, et al, 1971).

E. The Office of Education survey of 1972 seniors in approximately 1,000 randomly selected high schools revealed the following:

1. 62 percent of the students graduating said the school provided them with counseling for employment beyond school.

2. 74 percent of the students indicated they worked during their senior year, but only one-third of those working indicated they were employed in jobs related to their tentative career goals. Thus a need exists for greater coordination between the school and the work setting to make work a continuation of the learning experience for students.

3. Only 29 percent of the seniors indicated the school was providing good service in terms of job placement for graduates.

4. Of those students planning to work full time upon high school graduation, only 65 percent of the boys and 39 percent of the girls had definite jobs to enter after graduation.

5. 66 percent thought their schools should have placed more emphasis on vocational and technical problems, offered more practical work experience, and helped students find jobs upon leaving school.

F. Of all secondary school students, 22 percent will leave school before graduation (Forsythe and York, 1972). The majority of school leavers will not be those intellectually handicapped, but those who fail to see that school has meaning for or interest in them (Venn, 1970).

G. The U.S. Census of 1970 shows that half of all women workers were employed in only 21 of the more than 250 distinct occupations reviewed in 1969. In fact, 25 percent of all employed women held positions in five occupations—secretary, stenographer; elementary school teacher; bookkeeper; waitress; and household worker—whereas 50 percent of all male workers were in 65 occupations.

Of working women with four years of college, 19 percent are doing clerical, semi-skilled, or unskilled jobs. Seven percent of women with five or more years of college are doing the same (Tobin, 1972).

H. There is a need to assist all students to consider a broader range of occupations as being possible for them. Counseling and guidance is not currently geared to the task, as summarized in the report of the National Advisory Council on Vocational Education.

The lack of vocational counseling and guidance is a particularly unfavorable point. In specialized vocational schools, counselors are interested and competent in vocational counseling. High school counselors in general, however, have too little knowledge of and interest in vocational education and the labor market.

Most guidance personnel are oriented by past experiences and by community pressures toward providing educational guidance for higher education. They know colleges and college requirements, but they do not know enough about employment outside the professions or about the requirements for such employment.

Guidance for all these purposes must form a coherent whole. Nor can vocational guidance be considered apart from the educational program, for the educational program determines very largely what every student is taught about the world of work.

Two actions seem to us desirable: first, employment of guidance personnel who have experience and knowledge of the world of work and its requirements, and integration of such personnel in the regular guidance staff to handle specific student problems and to reorient other guidance workers. Secondly, development of a systematic program which will enable the guidance staff to provide students with knowledge of and experiences in the world of work.

In summary, these facts point to a more up-to-date, modern concept of education which includes a systematic, organized means by which youth learn about the world of work, formulate developmental career goals and plans, and are offered continuous assistance in implementing those goals.

V. IF VOCATIONAL GUIDANCE, EXPLORATION AND PLACEMENT BECOMES A SEPARATE TITLE IN VOCATIONAL EDUCATION LEGISLATION, WHAT OUTCOMES SHOULD BE EXPECTED?

Students would be provided opportunities to discover personal interests, abilities, and values and relate those to the world of work through planned programs addressing orientation, exploration, decision-making, planning, and successful placement. In particular, vocational guidance, exploration and placement should provide the following outcomes:

A. Students in grades seven through ten would sample a variety of occupational roles, see themselves as adult workers, develop positive outlooks toward the economic system, develop a sense of control over their vocational lives, and relate their present roles as students to their future roles as workers.

B. Students in grades eleven and twelve would develop career planning and decision-making skills; be able to make tentative career decisions and test them, obtain part-time work experience in areas related to their career goals, acquire skills necessary for finding, obtaining and maintaining a job, and either continue their education upon leaving the secondary school or obtaining employment.

C. Individuals, age 16 through 24, would develop an understanding of the options available to them through post-secondary vocational-technical education; would, upon choosing post-secondary vocational education, be assisted in selecting an appropriate curriculum offering; and would be assisted in planning and implementing their next step upon completing a vocational curriculum.

D. Adults would be provided with guidance necessary to maintain an established career, to develop new skills to move away from a declining career field, to develop mid-career job seeking skills, and to clarify their occupational goals in terms of new information about themselves and the world of work.

E. Early school dropouts, out-of-school youth, and graduates would be given assistance in obtaining employment and follow through support necessary to achieve success on the job and upward occupational mobility.

F. Unemployed and underemployed youth and adults would be contacted by the school for the purpose of helping them find appropriate educational opportunities that will enable them to enter the world of work.

G. Graduates of secondary and post-secondary vocational programs would receive assistance in obtaining jobs most appropriate to their values, abilities, and preparation.

VI. HOW WOULD FUNDS APPROPRIATED FOR VOCATIONAL GUIDANCE, EXPLORATION AND PLACEMENT BE USED?

Funds for vocational guidance, exploration and job placement would be used principally for staff development, preparation of curriculum materials, program development and implementation, and job placement in applied research and developmental programs.

Uses of Federal Funds

Part A—*Staff Development.*

1. Preservice and in-service personnel development to prepare teachers, paraprofessionals, guidance personnel, administrators, supervisory personnel, and parents to the concepts incorporated in vocational guidance, exploration, and job placement. Priority should be placed on preparing personnel to:

(*a*) Develop and implement career orientation and exploration courses in grades seven through ten.

(*b*) Develop and implement career planning and decision-making courses in grades eleven through fourteen, and in adult programs.

(*c*) Incorporate career orientation, exploration, planning, and decision-making concepts into each academic and vocational curriculum area.

(*d*) Provide leadership for vocational guidance and exploration programs at the local level.

(*e*) Develop and implement community observation and work experience for junior and senior high students.

(*f*) Provide follow through counseling and job placement assistance to early school dropouts and to graduates.

(*g*) Coordinate in-school learning and out-of-school action around student career goals.

(*h*) Revise and change the secondary curriculum so that an increasing number of students can realize their career goals.

Part B.—*Curriculum Development.*

1. Acquisition (and/or development) of curriculum materials, equipment purchase and resource development to support vocational guidance instruction in grades seven through fourteen and for adults. Priority would be given to:

(*a*) Developing and obtaining materials and equipment for career centers and for exploration courses in secondary and post-secondary schools.

(*b*) Developing and disseminating brochures, booklets, briefs, and catalogs to orient students to opportunities available through secondary, post-secondary, and adult vocational education.

(*c*) Developing and disseminating brochures, booklets, and briefs that provide all persons in all communities with information about occupations and occupational projected demands at the local, state, and national levels.

(*d*) Developing and obtaining curriculum materials for career awareness and exploration courses, for career orientation, decision-making and planning courses, and for fusing career oriented activities and content into each curriculum area.

(*e*) Developing and obtaining student assessment materials and equipment.

Part C.—*Program Development and Implementation.*

This part allocates funding for local school districts to:

(*a*) Employ paraprofessionals to provide services in the areas of career center operation, work experience education assistance, occupational materials handling and as supplemental assistance to outreach, job placement and follow through activities.

(*b*) Initiate new vocational guidance, exploration and placement programs and to provide startup costs for a maximum of three years. Funds allocated could, in part, be used to support staff time to develop and implement career orientation and exploration courses, career decision-making and planning courses and related services including vocational counseling, outreach, placement, and follow through.

(*c*) Offer extended year employment and release time to staff to implement internship programs for students in work settings related to different academic disciplines and the students' tentative career choices, to implement summer community work experience programs, in-depth exploration, and career planning courses for students with special needs.

(*d*) Provide travel for students and staff to participate in observation and work activities in the community.

(*e*) Provide exchange programs between schools and the businesss/industrial community.

(*f*) Support pilot and demonstration projects, including related research, to promote the concepts of vocational guidance, exploration and placement at all educational levels, including those not otherwise covered.

VII. WHAT AMOUNT OF DOLLARS SHOULD BE APPROPRIATED FROM THE FEDERAL LEVEL IN ORDER TO MAKE VOCATIONAL GUIDANCE, EXPLORATION AND PLACEMENT A NATIONAL PRIORITY?

If Congress appropriates approximately $6 for each student enrolled in grades seven through twelve and in vocational education at the post-secondary and adult levels, the result could be the emergence of an improved process by which our youth move from school into the world of work.

In conclusion, I would state that if a title pertaining to vocational guidance, exploration and placement were included in any new vocational education legislation, the enrollment in vocational education and resulting satisfactory student placement would grow at a rate consistent with the increase in real dollar growth of the program.

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[Attachment 1]

JOB PLACEMENT PROGRAM, ROME CITY SCHOOLS, ROME, GA.

The Rome City School System has had a successful school year. An important part of this success has been made possible by providing another dimension to serve its youth through job placement.

Job placement is an integral part of career education as the individual student is learning, developing, and becoming successful.

The job placement services provided the opportunities for school personnel and employers to cooperatively help the student reach his next step whether it be college, other training, or employment.

Cooperation is the key word to the success of our job placement program. In our system the following team members met regularly for work sessions after the responsibility of each had been clearly defined.

1. Career education coordinator.
2. Job placement coordinators (one counselor in each high school).
3. Department of Labor.
4. Vocational office training coordinators.
5. DCT coordinator.
6. CVAE coordinator.

Each of our counselors who were designated as job placement coordinators devoted at least three additional hours per week after school for the specific task of job placement. In addition, each has worked during the summer months by providing individual and group counseling as well as "on job site" conferences with students and employers. This additional needed summer work has been made possible by the cooperative efforts of the Georgia Department of Labor and State Department of Education.

The local manager of the Georgia Department of Labor states the additional success of the summer program has been due to the counseling with students by the coordinators from our high schools.

Over one half of the employers of our youth for the summer months have called in to say there is a marked improvement in the caliber of students this year when the truth of the matter is the students are the same only much improvement in their attitudes is the case. We know this attitude improvement relates directly to the job orientation and guidance performed by the job placement coordinator in group sessions.

It has been possible for the counselors through our job placement program to work with students and employers in preventing problems before they occur or before they become severe.

A superintendent from our local industry speaks favorably of the job placement service. He states that through this service industry has the early opportunity to screen many applicants who have already shown interest in the particular field and who have had previous opportunities to learn employable skills.

In our particular city, business and industry have cooperated well in the guidance of our young people by being involved as active members of our advisory committee on career education and by planning and working on sophomore career week

Parents have told us that through the efforts of job placement their children are occupied and are not on the streets as before. In earning money they learn the value of money and are able to buy clothing for self as well as help other members of their families.

The students feel the experiences, opportunities, and responsibilities are gained through job placement. The students comment on learning something different through a variety of job experiences. They rate the pride in having ones own money to buy clothes, car, and tapes as evidence of success.

The principal of one of our high schools feels job placement gives students an opportunity to find where they "fit" before becoming "tied down" to the responsibility of life.

Our superintendent of schools states, "Work study and job placement programs are proving to be vital and necessary dimensions in the total educational process. We in Rome are convinced that good work experiences are valuable and necessary if students are to receive a comprehensive program. Programs providing work experiences will continue to expand in the Rome City Schools."

[Attachment 2]

PECE—PROGRAM OF EDUCATION AND CAREER EXPLORATION FOR STUDENTS IN GRADES 7, 8, AND 9

I am of the opinion that this program is one that is productive as well as educational and since my daughter has been participating in this program that she has acquired more knowledge concerning careers and professions than she would have had this program not been initiated this year.

My firm belief is that every child in the school system should be required to participate in a program such as this.

I graduated from high school at 16 years of age in Atlanta in 1942, had they had such a program as this during the period of my schooling, I feel I would have been able to have made a decision in what type of career I wanted before I graduated from high school.

It took me from 1942 until 1956 before I finally found what I really wanted to do, I served an apprenticeship for an electrician for four years, went to business school then afterwards went on to College to obtain a degree in Business Administration and Accounting. I do not regret all of this, but today I am a licensed State Maintenance Engineer, making more money than I could have in any one of the above fields which I was educated for, of course today I use all of this education that I acquired, but still feel that had I had the opportunity that you are offering the students today in this program I could have perhaps dispensed with some of the above.

The days that my daughter visits and works in these different concerns, that is all she talks about when she comes home, and I sincerely believe she will have made up her mind about what she chooses to do later in her school years.

I am proud of the fact that we here in Newton County have the people to initiate something such as this for our children, as well as having the best schools and properly trained teachers, as well as others to assist in these extra programs.

I am not ashamed to make a statement such as I have on this page and therefore you have my permission to use this in any way you see fit.

WORK EXPERIENCE PLAN CONFORMS TO OLD ADAGE

"There's no substitute for experience" is an old adage being applied in Chatham County junior high schools through the Program of Education and Career Exploration (PECE).

Begun in 1969, PECE allows ninth graders to get out the classroom for a few hours each week and into the "job world."

Rather than just tour local businesses and industries, the students are given an opportunity to perform tasks and get a feel of the job. Some 18 job sites are visited each semester.

"We try to stay away from just tours," explained Jerry W. Johnston, a PECE coordinator. "We usually set up our visits about a month ahead of time."

A normal semester of visits can include department stores, local industries, television stations and newspaper offices, an FBI field office, and even the operating room at area hospitals.

Another PECE coordinator, Sandy Sanders, explains that the program is designed to expose students to the menial as well as lofty positions.

"We try to give them a full cross-section of jobs," he said.

"Now the girls even want to go to the fire and police department," Johnston pointed out. "Women's lib has taken its hold even in our program."

After each visit, the students are asked to give their impressions. Reports and films in the classroom also augment the job visitations. Students are also counseled about how to apply for a job, and work with others.

Johnston, who helped develop PECE as a statewide project, says that local employers are very receptive to the youngsters.

He noted that, after a visit to a local department store, the students were highly praised for their work in the stock room.

The coordinators recounted two occasions when visits lead to immediate student vocational decisions. Sanders said that after visiting the area voc-tech school, an older student quickly enrolled in a course of study there.

Johnston recalled a male student who joined the military soon after a visit to Hunter Army Airfield.

The coordinators stressed, however, that PECE does not encourage students to drop out of school. On the contrary. The program is meant to give the youngsters an idea of what profession may appeal to them. Students can then choose a practical course of study to effectively prepare them for the preferred job.

Johnston believes that the success of PECE can be measured by its growing popularity in other parts of the state. Since its inception at 18 schools in 1969, the program has spread to 150 schools across Georgia.

Both federal and state funding support the program, but some local school funds are provided.

The coordinators noted that one of their primary problems is transportation. Although the county has provided two 80-passenger buses for the work visitations, they are too large for most parking situations, and impractical for longer trips. The PECE coordinators plan to ask the local school board to pick up the tab for two 20-passenger vans.

Twenty is the limit in each PECE class, imposed by the state. The program is operating at Wilder, Chatham, Hubert, Shuman, Groves, Tompkins, Beach and Mercer junior high schools.

Why are ninth graders selected for the program?

"This is usually a time of decision," explained Johnston. "Once they (students) leave the ninth grade they have to decide which direction to go."

Whether it's to college or into the job market, PECE offers students an opportunity to try out a career, the coordinators concluded.

EMPLOYER OPINIONNAIRE

[Mark 1 answer for each question (N=219), in percent]

	Yes	No	Not sure
1. Do you feel that you have a general understanding of the purpose of the PECE program	98.6	0	1.4
2. Do you feel that a career exploration course like PECE should be a part of the school curriculum	99.5	0	.5
3. Do you feel that students should be allowed to leave school to visit local jobsites during school hours for the purpose of exploring careers and jobs	97.7	0	2.3
4. The PECE program allows students to spend short periods of time in actual on-the-job work activities under the supervision of the employer. Do you feel that this kind of actual work experience can help the student to explore and learn about careers and jobs	97.7	.9	1.4
5. Would you allow future PECE students to participate in on-the-job work activities in your place of business	96.4	1.8	1.8
6. Would you recommend that other employers in your community consider participating in the PECE program	97.7	0	2.3
7. Would you encourage your child to participate in the PECE program	99.1	0	.9
8. Do you feel that you were asked too often to allow students to come into your firm	.9	97.3	1.8
9. You found it difficult to give what you consider sufficient time to students when they visited your firm	16.0	80.8	3.2
10. The interference caused by bringing in visitors was more than you like to tolerate in normal business operations	1.4	96.8	1.8

PARENTS OPINIONNAIRE (1973-74)

[Mark 1 answer for each question. (N=711); in percent]

	Yes	No	Not sure
1. Do you feel that you have a general understanding of the purpose of the PECE program?	92	2	6
2. Do you feel that a career exploration course like PECE should be a part of the school curriculum?	92	3	5
3. Do you feel that students should be allowed to leave school to visit local jobsites during school hours for the purpose of exploring careers and jobs?	94	2	4
4. The PECE program allows students to spend short periods of time in actual on-the-job work activities under the supervision of the employer. Do you feel that this kind of actual work experience is helpful to the student?	94	2	4
5. Do you feel that your child's study of careers and jobs in the PECE program has been helpful to him (her)?	89	2	9
6. Would you recommend the PECE program to other parents?	91	1	8
7. Would you want other children in your family to participate in the PECE program?	93	3	4
8. Does your child discuss careers more frequently at home since taking PECE?	85	11	4

STUDENT OPINIONNAIRE (1973-74)

[Circle 1 answer for each question. Grade: (circle 1) 6, 7, 8, 9 (N=1,180); in percent]

	Agree	Disagree	Not sure
1. I think I understand the purpose of PECE	94	1	5
2. Students do not need to learn about careers and jobs	4	93	3
3. All schools should have a course like PECE	92	2	6
4. Students should not be allowed to leave school to go on work setting	2	95	3
5. Studying about careers and jobs in PECE has been helpful to me	94	2	4
6. I learned a lot from going on work settings that I could not have learned any other way.	86	5	9
7. I learned a lot about careers and jobs from speakers who visited our class.	84	7	9
8. I learned a lot about careers and jobs from films we saw in PECE	79	6	15
9. PECE would not be as good without our small group sessions and class discussions.	81	7	12
10. I would not recommend PECE to my friends	3	92	5
11. I know more about myself now than I did before PECE	72	12	16
12. I do not see how anything I have to study in school could be used on a job.	13	80	7
13. The high school courses I take could be important to my career and my future.	94	2	4
14. I could learn all I need to know about careers from reading books or watching films.	8	81	11
15. Work settings are a waste of time	2	96	2
16. I am not interested in what people do at work	3	94	3
17. As a junior high student, none of the decisions I make now are important.	2	88	10
18. PECE is good, but it does not last long enough	78	13	9
19. PECE should not be taught until the 10th, 11th, or 12th grade	7	87	6
20. I would like PECE better if we had textbooks and regular lessons to follow.	13	78	9
21. I don't get to stay at work settings long enough to learn anything	28	59	13
22. School makes more sense to me now than it did before I took PECE	73	10	17

Excerpts from essays written by 8th grade students in P.E.C.E. at Rossville Junior High School, Walker County, Georgia, (1972–73). The topic was "What Have You Learned from the P.E.C.E.?" The excerpts quoted here were chosen as the most rewarding to the coordinator (who knows these students) or most articulate of the objectives on this program. Most noteworthy to the coordinator is the ease with which 8th grade students see themselves in the role of the employee when given the opportunity to participate in hands-on work experiences.

The students were average kids, ages 13 to 16 including disadvantaged and handicapped (26%) with mental maturity scores from 65 to 117 (median 94) and reading levels from 5.0 to 11.7 (median 7.4). The group included boys and girls, black and white. Several had high absentee rates before entering the program and many came from homes with known family problems.

"And the jobs I've really never noticed before seemed to have come alive—PECE hasn't only taught me about jobs but about people. Like the people here in PECE class. What kind of job they would like to have when they get older and why they chose this type of job."

"The fun part is going on the trips."

"We have had discussions about places we've been and visited, etc. and it was really fun."

"I know by the way people talk I would not be pleased or happy to work in a nursing home. I love to work with people and I wouldn't mind working in a hospital."

"I learned whether I wanted to work in a grocery store. I wouldn't want to but if it was the only job I could get when I was sixteen I would take it.—I learned I don't want to be a school teacher and I ain't gonnta be one. . . . I wouldn't want to be a telephone operator cause you could plug in the wrong wire or something and besides its too hard."

"And its been a joy to get out of school. I think PECE is very good because it does (not) seem like a class, more of a discussion. Well, because we can express our feelings. It's freedom in the class which we never get in the other classes. . . . I think it does everyone good to get out and breath."

"I have learned in PECE to pick a good job and to pick a good job is to like occupation. Its hard to find a good job with out going all thru school."

"I went to jobs and I work just like I was a employ I learned that a lot of jobs are not as fun as they seem and that some (are) fun."

"Some of the old people at the nursing home are not sick at all . . . Some people up there just like to set a talk to you. . . . The people at the jobs seem to get along with their bosses and like their work. Some people have to work for a living and some of the people just work to get away from home."

"But in PECE class alone I have learned about jobs that I have never even heard of and jobs that I would be interested in like construction work."

"I have learned in PECE class that sometimes in a grocerie store that if there is no one there that the manager has to work."

"How many different jobs and places of training there are in one city or one county. . . . that Tri-County Hospital offers 3 or 4 different courses in medical jobs for free. All it cost is your time. . . . the duties of a bus boy and the sickening part of the job, and what a college campus looks like . . ."

"Also have learned it sometimes take plenty of work and skill together to do certain jobs. Sometimes a job requires for you to do someone elses job, like if their sick or hurt you might have to do their work. . . . and I learn some jobs which I thought weren't any good have good pay. . . . To tell you the truth I learned about jobs one way or another."

"I went to the nursing home and saw what was going on. The men and women there were very old, and lots of them had nobody, they took very good care of them. . . . I learned how to take care of old people and talk to them."

"The men who drive trucks may have started their jobs by loading the trucks. Then they get up to where they can back the trucks in for loading and then take a test for driving trucks. They don't even have to have a high school education."

"I have learned what my highest interests are . . ."

"Well I have learned that we do some work and it's not all just fun . . . If I work at a telephone company I would work outside. . . . but I think I would be a truck driver because they go every where all the time and they see a lot of things where they go."

"And that a lot of different trucking companies are private trucking companies, and that most truck lines have a great many trucks and traylors. . . . I found out how they make wild Cherry Cough syrup, and it made me sick. At Shop-Rite I was taught how to have a coffee break. . . . and I found out how they change the prices and they raise them about 2¢.

"I learned that it is fun to work with other people, no matter what race, sex, or religion. . . . and I have learned that school isn't so bad after all."

"I've learned how important construction work is and if I could, I wouldn't mind doing it. . . . we also learned how important jobs are."

"I have learned how many jobs that a person can have or apply for."

"I have taken a test to prove what suits my personality which was as I thought. . . . We have talked to different people about their jobs and met some very nice interesting people. . . . and we've also had fun."

"We went to South Central. I didn't no that it was so big and had so many wires in it and the next week we went to Walker Tech I didn't no that you learnt about cars, heaters and many more things. . . . So I want to thank her for a very good year."

"I hope when I get in High School I will have another class like this one."

"We have learned about many different jobs . . . and I enjoy being with you on many trips. . . . God Bless and take care."

"One thing I learned that I would not work in a telephone co were fix the wire on the telephone pole . . . most of time there be wasper nest in a telephone pole."

"I learned that there is a lot of people who have a job a lot more than I thought there was. I learned that some small places such as Redfords which are small have a lot of work that has to be done. I learned that a place can be run by all girls and no men. . . . I learned when you go apply for a job the employers want some honest people and they don't want people who clown around."

"I have found out different jobs I like and different jobs I don't like. . . . how to work as a group."

"Then we went on one long trip all around town jest to see how many jobs occupations we could count just on the street. I county exactly fifty-eight."

"You get changes to find out what a job is like cause you get to work."

"In PECE this year I have learned about human behavior and about jobs. . . . I have learned not to expect to loaf and fool around working. . . . PECE was really fun, if you didn't learn anything in this class, then there is no hope for you."

"PECE class has helped me to get a better idea of how to choose a job. . . . Choosing the right job is very important. . . PECE class has taught me that working on a job requires a certain amount of effort to get the job done right . . . Making a good impression on your interviewer is a way of showing him you really want the job."

"The first place I went to was the old folks home. When Patty and I went into one of the rooms an old lady grabs us a kissed our hand. It scared the both of us to death."

"Sometimes PECE can be boring and sometimes not but I like PECE."

"In PECE class I have learned so many interesting things. Like for instance, there are more occupations in a telephone company than telephone operators and line repairmen, different kinds of nurses and doctors. . . Now I know that you don't have to go to college to get a good job. . . . I have had a lot of fun learning! Thats why I like PECE class because it's fun learning in here and out there, too!"

"It was a good experience to get to work at the hospital and see how much the patients really appreciate the nurses and see how much it really means for them to be there. I also learned that there are a lot more jobs available than a person could imagine. You see the jobs as they really are."

"And at Tri-County I went through the hole building. I saw from Birth till death. . . . All together I think that PECE is a good class for young people."

A summary of student reactions (verbatum) to their work experiences in PECE (70-71). This was the first year of the program. The statements came from students' logs in which they made brief notations after their work experiences. (Typing errors are the coordinator's).

From the beginning, employers have welcomed P.E.C.E. students. The standard reaction is, "I wish there had been a class like this when I was in school." After 5 years, community cooperation and enthusiasm still prevails.

STUDENT REACTIONS TO WORK SETTINGS, 1970-71

Setting	Liked	Didn't like
Beauty school		Not getting to do anything but watch.
Cole's Drug	Meeting lots of people	The hot heater.
Dye lab	Different colors of dye	
Rope Mfg. Co.	The boss	
Public library		Too quiet.
Grocery store		Having time left.
Department store		Walking.
Rope Mfg. Co.		All the noise.
Elementary school	Working with children	Had to wait.
Dry cleaners	The machinery	
Nursing home	Giving ice water	Feeding the lady lunch, some rooms smelled bad.
Cole Drug		Bending over to put up stock.
Department store		Having to sit and watch.
Nursing home		Seeing people sick.
Grocery store		Wrapping meat.
Department store	You don't have to work hard	
Rope Mfg. Co.		No cafeteria in the place.
Telephone Co.		Having to be quiet.
Broyles Nursery	Planting peppers; working in a warm greenhouse.	Having to work in dirt.
Nursing home		I didn't like the place I went to because I thought it was wrong.
Veterinary clinic	It was working with animals	Cutting into animals and sewing them up.
Vocational technical school	It could learn you something	It was school.
Veterinary clinic	To get out of the operating room and to see the animals get well.	All the animals were hurt.
Hospital	The idea of helping sick people who are unable to help themselves.	
Elementary school	The children's reading class	Keeping the children while Mrs. Smith was out of the room.
Do	Watching a little boy get in a fight	
Service station	Working on cars	A peacock across the street always squawking.
Hospital		You work under pressure most of the time.
Nursing home	Trying to miss the furniture with the buffer.	That I didn't get to see many other duties.
Rope Mfg. Co.	The many different colors of rope	The noise.
Elementary school	When it all was over	Grading papers.
Laundry	Watching the machines work	Waiting for something to do.
Hospital	Coming and seeing and making the people happy.	I didn't like to see the people so sad.
Variety store (stockroom)	Working alone	Did not have much space.
Drugstore	Learning how the store operates	All the hard work.
Grocery store	The woman I worked with; she was nice	
Dye lab	Dying the thread and drying it	Getting dye on my hands.
Restaurant	Getting rewarded by eating	Getting used food on my hands.
Photo shop		The dark room—it gave me a headache.
Vocational technical school		Welding class because all those sparks were flying around.
Elementary school	The lunch	The teacher.
Nursing home	When I got finished work	Serving the food.
Post office	Riding in a mail truck	Walking.
Dye lab	The easy work	Just older people were working there.
Nursing home		Taking food to people I didn't know.
Department store	People asking me if I worked there	
Kindergarten	The kids coming to me with problems and questions.	
Post office	Working and delivering the mail	The dog.
Department store	Talking to the girl I was working with	Standing still.
Veterinary clinic	To get out of the operating room	The operation.
Library	The children checking out books; the kind they pick.	

PREPARED STATEMENT OF CARROLL L. BENNETT, DIRECTOR OF CAREER EDUCATION, DES MOINES AREA COMMUNITY COLLEGE

Mr. Chairman and Members of the Committee:

It is a real honor for me to have an opportunity, Mr. Chairman, to appear before your committee as a representative of post-secondary vocational education. I am certain that each of you wonder frequently if your efforts in fostering vocational programs bear fruit. Let me assure you that in Iowa and, more specifically, in the Des Moines area, the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 have made dramatic differences in the lives of our people.

Let me make some basic comparisons to illustrate the changes which these two laws have stimulated.

Ten years ago our state had only ten vocational program offerings in all post high school institutions. Today, in Iowa, over 200 program options are available. Furthermore, the Vocational Act of 1963 stimulated the development of 15 area schools which last year enrolled over 272,000 people, approximately 9.6 percent of our state's population. This figure includes all full and part-time students in all program areas.

The increase of vocational enrollments in this total is equally impressive. In 1966 only 2,500 full-time equivalent students were recorded. Last year, in fiscal 1973, this number had increased seven fold to 16,525. As with many other colleges, we have established vocational preparatory and adult supplemental upgrading courses as top priorities. During 1967–1973 we experienced a growth in full-time equivalencies in these programs from 41 to 3,250. In the year just ended this figure increased to nearly 3,500.

One noteworthy trend occurring in our state is the increased percentage of students enrolling in post secondary vocational programs in community colleges. The table below summaries the percent in each catagory in three recent fiscal years.

PERCENT OF ENROLLMENT BY INSTRUCTIONAL CATEGORY IN IOWA AREA SCHOOLS AND COMMUNITY COLLEGES IN 3 SELECTED YEARS

Instructional category	Fiscal year— 1967	1970	1973
Vocational education	22	34	48
College transfer	69	42	28
Adult (including supplemental vocational)	9	24	24
Total	100	100	100

It is obvious that a greater percentage of students are selecting vocational courses each year—at the expense of the traditional college transfer curriculum. The opportunity to select the vocational option is a direct result of the two historic federal vocational acts. In fact, in Iowa the college transfer enrollment reached a peak in fiscal year 1971 and has been declining each year since. By contrast, the vocational enrollment continues to grow each year.

I believe that these statistics illustrate the increasing acceptance of and demand for post-secondary vocational education in Iowa and in the Des Moines area.

I could relate numerous facts and figures which we feel are impressive statistics about vocational program growth and success. However, today, I would prefer to tell you specifically what these programs have meant to the people in the Des Moines area. *Perhaps* the most important realization is that a decade ago the majority of our students would not have been enrolled in post-secondary educational programs at all. Each year at graduation the proud faces of individuals who have been unaccustomed to attending ceremonies of this nature are conspicuous. In many cases, this is the first time that anyone from their families have gone beyond a high school diploma level. Frequently, both the family and the student have made a considerable financial sacrifice to complete the vocational program. Just a year ago, almost half of our students came from families with an average income of $7,000 or less. Although more than half of the students are receiving some form of financial assistance, an even greater percentage (60%) are working at a part or full-time job while enrolled as a full-time student. A large percentage live at home and commute to further decrease total costs.

It is almost impossible to go about normal activities in the Des Moines area without encountering one of our recent vocational graduates or coming in contact with his or her work. For example, if you are ill and go to the physician's office, you may be greeted by one of the 120 graduates of our Medical Office Assistant program. If your illness requires laboratory work, it will probably be done by one of the 81 graduates of our Medical Lab Assistants program. Should the laboratory work indicate surgery, one of the members of the operating room team may be one of the 89 graduates of our Operating Room Technology program.

Your care in the hospital may be under the supervision of one of our 1,000 Nurses Aides, 300 Practical Nurses, or 50 Registered Nursing program graduates. If you require hospitalization as a result of an accident, the chances are quite good that one of the 300 graduates of our Emergency Medical Technician program will care for you in the ambulance which takes you to the hospital. And if your hospitalization involves a coronary problem, you may be assisted by one of the 1,000 nurses who are graduates of our specialized Coronary Care program.

We like to think that your chances of returning to health quickly have been enhanced by the specialized training which each of the members of the health care team has received at the Des Moines Area Community College.

Even if your health is excellent, it would still be quite likely that you would have a chance of contacting a graduate of one of our vocational programs. Whenever you enter a retail store in the area, the odds are quite good that one of the sales personnel will be one of the 200 graduates of our marketing programs. The financial statement that you receive from the business or from your bank at the end of the month, may well have been prepared by one of our 140 bookkeeping or accounting graduates and possibly was prepared through a computer program which was written by one of our 125 computer programming graduates. The computer, in many cases, was operated by one of our 75 graduates of the computer operators program.

This summer in our record midwest heat wave, you might have had difficulty with a faulty air conditioning system. The chances are quite good that your system would have been serviced by one of the 63 graduates of our Conditioned Air program. If the heat became excessive and you wished to escape it by going out to a restaurant, the cook and the restaurant manager may be one of the 60 graduates of our Food Service programs. The grain for your bread and drink itself may have passed through the hands of one of the 75 graduates of our Agri-Business program. And certainly if it was a special occasion it is quite likely that one of the 39 graduates of our Commercial Horticulture program may have been involved in either growing the flowers for your table or in arranging them.

If you enter a business or manufacturing complex, you might meet one of the 350 graduates of our secretarial and clerical programs. In addition, it is likely that if you visit manufacturing sites, at least one of the welders in your plant is among our 125 welding graduates. It is also quite possible that the tool and die or machinists that are employed were some of the 76 prepared at the community college. The list is almost endless.

In addition to the full-time program graduates, many of the workers who were employed before the establishment of the community college have probably participated in specialized courses either at their place of business or on campus. These courses are designed to upgrade their training and assist them in learning the latest job skills.

And finally, if as a result of your efforts, you are able to build or remodel your home, one of the 100 graduates of either our Bricklaying or Building Construction programs may have a part in your construction. Those plans may well be prepared by one of the 80 graduates of our Architectural Drafting program.

You can see why the influence of the Des Moines Area Community College is remarkable. The graduates of our specialized vocational programs have achieved an outstanding record of success. In 1973, 767 students completed vocational educational programs. Of these, 698 students (91%) accepted employment after graduation, with 657 of those students (95%) accepting their employment in positions requiring skills they acquired in the specific training they completed at the institution. Eighteen students (2%) went on to further full-time education.

Opportunities for employment are plentiful for the graduate of the Des Moines Area Community College. Job offers were made by many firms which offered employment in other states. Traditionally, after finishing course work, the Des Moines Area Community College graduate has accepted employment in his/her home town, or in a nearby locale. Although many out-of-state firms offered jobs, only 5 percent of the graduating students accepted jobs out-of-state. The reason was simple—ample opportunities were available locally.

Follow-up studies with employers reveal that 72 percent of the employers rate Des Moines Area Community College graduates as being above average.

Both in our state and throughout the nation other institutions offering post-secondary vocational programs could tell similar stories. There is no question that the vocational monies available at the federal level have stimulated numerous programs which have benefited both the student and the student's community.

I believe that post-secondary vocational programs in the United States have established a clear record of success. This system has developed the flexibility to effectively address a wide range of student and labor market demands. The programs have demonstrated their ability to (1) effectively prepare graduates for entrance and advancement in a variety of occupations, (2) provide a "second chance" to the high school drop-out, (3) serve special target groups (disadvantaged and minorities) as intended in the Vocational Education Amendments of 1968, (4) provide specialized supplemental programs for employed workers who seek skill upgrading.

From my vantage point as a director of vocational education in a community college, I have several suggestions:

1. *Basic intent.*—The basic intent and language of the law is excellent. The sound approaches toward vocational programming as stated in the Vocational Education Act of 1963 and the Vocational Education Amendment of 1968 should be maintained in future legislation. I hope that you will retain categorical funding in any revisions of the law. There is no question in my mind that this principle has encouraged the states and localities to use vocational funds as Congress intended them. We would be fearful of a change in this approach.

2. *Integrated planning.*—Integrated regional planning of all vocational education services should be promoted and rewarded. Specifically, a financial incentive should be tied to this planning effort. It is my belief that every plan for vocational education should spell out how cooperative subregional planning is occurring in that state. Currently there is not enough articulation between secondary, post-secondary, adult, and various specialized federal programs. Frequently, this results in a duplication of services, facilities, and equipment. It is vital, therefore, that the planning unit be both small enough to permit a real knowledge and understanding of the vocational training needs of that area and large enough for comprehensive planning.

Included in the planning effort should be curriculum development, ancillary services, program evaluation, and placement services. Planning should focus on identifying programs based on adequate manpower and labor demands, student interest, industrial needs, and community support. Consistent with this integrated planning, it is essential that there is some incentive for consolidation and discontinuance of programs that are no longer meeting manpower needs.

Closely aligned with this planning effort should be the development of sound evaluative systems at the local level. These systems must be structured to determine if the community is receiving maximum services from its vocational dollar investments. Local evaluation has been successful in other fields and should insure that local manpower demands are being addressed with vocational dollars.

3. *Set aside provisions.*—Post-secondary and adult designations should be combined into one category. The 15 percent set aside currently mandated for post-secondary programs should be expanded to 25 percent for the combined category. In many states the financial commitment to post-secondary and adult programs has been an inadequate response to the demand. National cost figures show that in fiscal year 1972 the average expenditure per student at the post-secondary level was nearly twice that of the secondary student. USOE data indicated that 13 states allocated 15 percent or less for post-secondary programs in fiscal year 1972.

While other state systems are currently unable to successfully address this problem, our experience in Iowa has shown that students will attend and successfully complete programs that are well planned, staffed, and equipped. Currently, our state spends nearly 66 percent of its federal vocational money at this level.

The need to combine adult and post-secondary students into one category is based on the increasing difficulty of differentiating full and part-time students. Another problem also exists in dividing supplemental and preparatory efforts. Nationally, the adult area has received far less than its proportionate share of the federal dollar based on enrollments. This is especially important since the trends in student enrollment would support the idea that students seem to prefer part-time course loads to the full-time programming which was formerly done. There is also a great resurgence of interest in programs designed to upgrade the current skills of employed workers. Last year in our own institution, we served over 8,000 different students in these courses. In many cases they were conducted on-site at an industry. Monies in our state for courses of this nature are grossly inadequate. Each year our institution qualified for 25 percent more aid than is available from state and federal vocation dollars. It is my firm belief that, if additional dollars were available, we could double the number of students we are now serving. There appears to be no end to demand for programs of this nature.

4. *Funding.*—Funding authorizations and appropriations must be increased for post-secondary and adult education. The demands for programs at these levels continues to increase more rapidly than appropriations designated at the federal level.

As a local director, I am faced with the problem of rapidly increasing costs compounded by an inability to expand program offerings rapidly enough to accommodate student and community demands. Last year, for example, our college turned away over 1,000 applicants for full-time programs because there was insufficient space in the programs. Our experience is similar to the frustrations faced by many of my colleagues.

Quality vocational programs are always more expensive than traditional programs. It is imperative that we maintain a quality while expanding our capability to meet demands for additional and expanded programs.

5. *Declining student numbers.*—I have one final concern—one that is evident at the national, state, and local level; the declining birth rate. We know that in ten years there will be fewer students graduating from high school and entering post-secondary institutions. This decreasing number of students may mean a stable or decreasing number of people in the labor force.

The societal implications of this are obvious—there will be a greater dependence of those in the older age groups on a smaller number of people in their prime productive years.

To a vocational educator, this development suggests that we must get maximum productivity from the potential student population. Our current record on this score is not outstanding. We know that drop-out rates in some areas exceed 35 percent and that they are greatest among minorities and the disadvantaged.

I would suggest that we must immediately embark on a program similar to the "zero defects" program which industry adopted some time ago. Essentially, this says that each manufacturing area should strive to have zero defects in the program product or part that it produces. Education must adopt a similar program for its product, our youth. We must be ready to assist the low income, disadvantaged, and minority groups with a meaningful vocational education program which will result in worthwhile employment. As the number of youth available for the labor market decreases we must insure that each is better trained and prepared than ever before. Hopefully the current emphasis on career education in our public schools will assist students in improved career decision-making.

In conclusion, I want to thank you again for the fine work that this committee has done in the past in shaping legislation.

I cannot over-emphasize that the programs in Iowa have been successful. In Iowa, we strongly believe that vocational education works and should be expanded. Post-secondary vocational education does work and has resulted in students finding jobs. We think we can do a better job for more people with increased funding at the post-secondary level.

In addition, we hope that the federal government through the U.S. Office of Education will continue to assert leadership in program development, evaluation, and many of the other services which were formerly provided. The encouragement through federal vocational leadership has a marked effect upon what happens at the state and local levels. We feel that with minor changes and modifications, these acts will continue to provide excellent vocational programs.

STATEMENT OF DR. LOWELL BURKETT, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION, ACCOMPANIED BY RICHARD NELSON, CHIEF, PROGRAM OPERATIONS, VOCATIONAL EDUCATION UNIT, STATE DEPARTMENT OF EDUCATION, SACRAMENTO, CALIF.; DR. WILLIAM STEVENSON, ASSISTANT STATE DIRECTOR AND HEAD OF RESEARCH, PLANNING AND EVALUATION, STATE DEPARTMENT OF VOCATIONAL-TECHNICAL EDUCATION, STILLWATER, OKLA.; GEORGE RAMEY, DIRECTOR, MAYO STATE VOCATIONAL SCHOOL, PAINTSVILLE, KY.; DR. MELVIN L. BARLOW, PROFESSOR OF EDUCATION, UNIVERSITY OF CALIFORNIA, LOS ANGELES; DR. EUGENE BOTTOMS, DIRECTOR, DIVISION OF PROGRAM AND STAFF DEVELOPMENT, STATE DEPARTMENT OF EDUCATION, ATLANTA, GA.; CARROLL BENNETT, DIRECTOR OF CAREER EDUCATION, DES MOINES AREA COMMUNITY COLLEGE, ANKENY, IOWA, A PANEL

Dr. BURKETT. I would like to make a comment before we get underway with testimony from the panel. The purpose of the panel this morning is to expand on some of the concepts I mentioned in my testimony yesterday. These are some concepts we think you might want to consider in new legislation.

Each of these individuals will be speaking to one of those concepts based upon their experience. All of them have backgrounds and experience in areas I think will be quite helpful to you.

Chairman PERKINS. Thank you. Who are we going to call on first?

Dr. BURKETT. Mr. Nelson.

Mr. NELSON. Good morning, Mr. Chairman and members of the subcommittee. My name is Richard Nelson. I am with the California State Department of Education. I am most pleased to be on this panel for the American Vocational Association to present testimony.

I appreciate the opportunity to present a statement to this subcommittee on the need for a major "planning thrust" in vocational education.

My experience as a vocational education teacher, local supervisor of vocational education in a large district, 3½ years in Washington in the USOE as a program specialist, and 17 years in the California State Department of Education have led me to believe strongly that comprehensive statewide planning is the key to accountability in vocational education.

In my judgment the management of the vocational education enterprise in this Nation, in every State and in every local educational agency is being reviewed by State legislatures, the General Accounting Office, private research groups and others.

The focus of all of these efforts is accountability. Accountability in vocational education is dependent on an organized systematic approach to be used by its managers.

Comprehensive statewide planning is the key to accountability in vocational education. I believe comprehensive statewide planning for vocational education is a major responsibility of the State board for vocational education.

This board, which has been designated by the State as the sole agency for the administration of vocational education, has the primary responsibility for the preparation of a comprehensive statewide plan for vocational education.

Each State board should designate a division, department, unit or other part of its vocational education administrative structure as a "planning group" to be administratively responsible to the State director of vocational education.

This group should be responsible for the preparation of the comprehensive statewide plan for vocational education which will provide vocational education for all people within the State through programs, services and activities authorized in the new vocational education legislation.

I indicate here for emphasis purposes that this group should provide the total planning for a State's vocational education program as outlined in the legislation.

To accommodate this "planning thrust," any new Federal vocational education legislation should include in its general provisions adequate funding to enable all State boards for vocational education to initiate and conduct a comprehensive program of planning for all programs, services and activities authorized in the legislation.

I think the planning activities should include the following, but not necessarily limited to: First, an assessment of the existing capabilities and facilities for the provision of secondary, postsecondary and adult vocational education together with existing needs and projected needs for such education in all parts of the State;

Thorough consideration of the most effective means of utilization of all existing educational resources within the State capable of providing the types of programs, services and activities envisioned in the legislation;

The development of strategic planning, both short and long range, which specifically would be developed to assure that every person leaving the educational system is prepared to either enter meaningful, productive employment or to continue additional education;

I believe the development of procedures to initiate and conduct an accountability system that insures continuous planning and evaluation which would readily be available to the State board for vocational education, the State advisory councils and other interested parties.

The goal then of this "planning thrust" is to develop a manageable State, county and local education agency planning system to provide input to the State board for vocational education.

The Federal funding of the "planning thrust" has been estimated at $25 million per year. A minimum of 3 years advance funding is imperative to the success of this effort.

Planning is time consuming and expensive but not as expensive as failure to plan. In the past, in my judgment, vocational education planning has been seen as a part of research, or the responsibility of an ad hoc committee, possibly with consultant help, formed to solve some specific problem.

A continuous organized system of comprehensive educational planning is still in its infancy for virtually all State educational agencies.

The identification of a "planning group" for vocational education by the State boards for vocational education, assured of 3-year financial support, would facilitate one of the greatest advancements in the growth, quality and effectiveness of vocational education since the passage of the George-Barden Act in 1946.

There is a sideline, I believe. It was, in 1946, 30 years ago, that the George-Barden Act was approved.

My comments and recommendations to this subcommittee are based upon our experience with the California Vocational Education System adopted in 1970. This system is now the basis for the planning and accountability of California's program of vocational education.

This system came about as a result of two distinct but related priorities. The first was accountability. Vocational education, like any other segment of the educational establishment, is moving toward rendering the public a more precise account of the use of its resources.

Related to accountability is the priority for increasing efficiency. The search for efficiency has led to an exploration of the systems approach to organizational management. The system requires that local school districts develop an annual and 5-year program plans.

In California this means there are 375 secondary school districts and 70 community college districts that have developed these plans.

The annual plan shall include: a statement of need; goals; performance objectives; and desired outcomes for what we have identified as the 12 major functions of vocational education.

1. Population needs: Providing current and usable information on the district's populations seeking or needing vocational education.

2. Information about providing current and usable information that identifies and projects job market opportunities and needs in the labor market served by the district.

3. Job performance requirements that specify and update, as a basis for instruction, the performance of requirements—skills and knowledge—of each occupation included in the district's vocational education offerings.

4. Program planning: A long- and short-term planning designed to provide vocational education offerings meeting the needs of the district's population and the labor market the district serves.

5. We think there is a promotional aspect that is important, informing the public and its decision making representatives of the strengths and merits of vocational education, and the target populations of vocational education opportunities and advantages.

6. We think an emphasis point should be student recruitment, identifying and enrolling in vocational education those students and potential students who can profit from such instruction.

7. Providing resources and services necessary to maintain, expand and improve appropriate vocational education offerings as it develops new offerings as needs emerge.

8. Counseling and guidance: Assisting individuals to make meaningful and informed occupational and program choices from the options available and suitable to them.

9. Perhaps a more important emphasis is that of placement, assisting students desiring employment to become employed in situations which fit their needs and the needs of employers. Perhaps a major and expanding role in the system of planning should include a more definite responsibility of the actual school site or school administrator in the area of placement of its students.

10. Certainly the key to the whole area is the instructional area, providing vocational education offerings to meet the needs of the district's population.

11. The area of educational accountability, review of the program: Examining current and proposed vocational education offerings in relation to the total school program is a most important function.

We feel a definite effort should be made to include vocational education in the total scheme of education rather than contrasted to a separate system from the total educational program.

12. Last, the evaluation, the ongoing and periodic assessment of how well the district is performing its vocational education functions, as a basis for program improvement and management decisions, both locally and at State and national levels.

In summary then, the development of defined performance expectations, which we call desired outcomes, for any planning system, is the most difficult and the most significant feature of the planning-accountability effort.

The California Vocational Education system anticipates the following desired outcomes:

1. Provide needed vocational educational programs, activities, and services to persons of all ages in all communities of the State.

2. All persons leaving secondary schools are prepared to either enter meaningful productive employment or further education without being forced to prematurely make an irrevocable commitment.

3. Provide instruction for all youth in the development of awareness, orientation, and exploration of occupational opportunities.

4. Provide full-time, postsecondary vocational education training and retraining to prepare persons for gainful employment.

5. Provide vocational education for adults who have entered or are re-entering the labor market and need job training, employability skills or retraining to achieve stability or advancement in their employment.

This planning process has three major purposes. First, to provide input for the State plan as required for vocational education legislation.

Second, to be a basis for program accountability, and third, and perhaps most importantly, a local, long-range planning guide for the growth and effectiveness of the vocational education program at the local level.

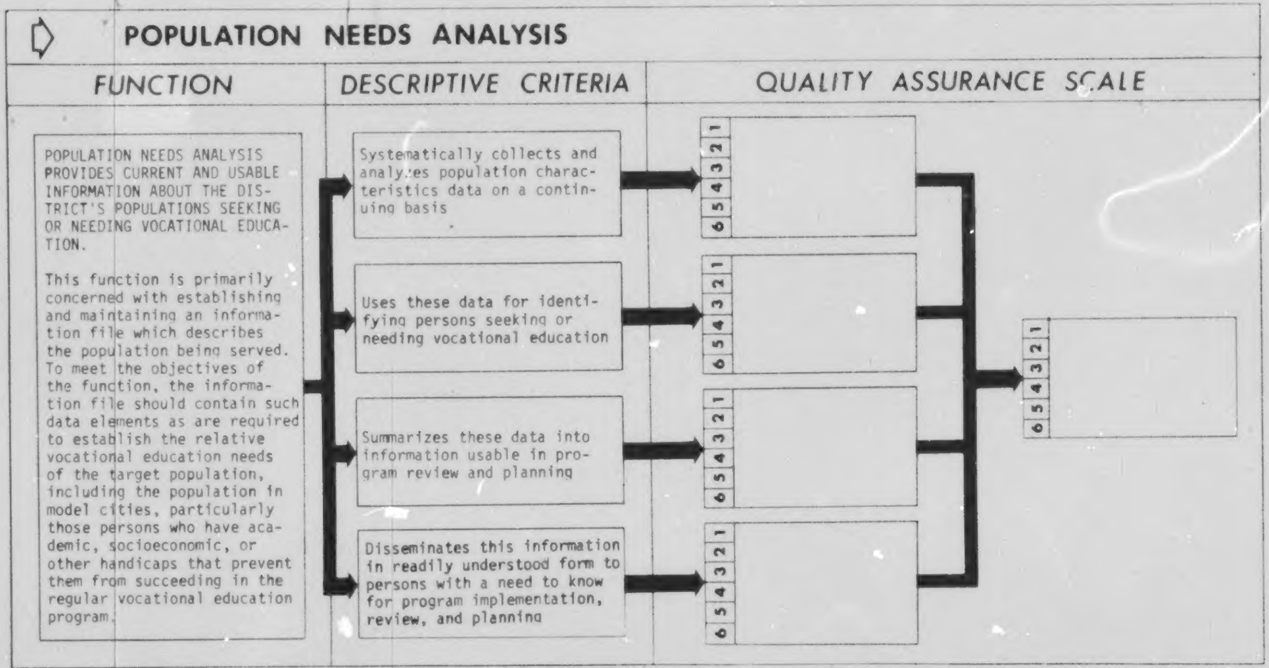
There are additional details attached here, Mr. Chairman, that you may or may not want to discuss. I would be happy to react to it. There is a flow chart which indicates the total system and how it works.

There is also a further attachment of how we are trying to put accountability into vocational education by the use of the system.

Chairman PERKINS. Without objection, that data will be placed in the record at this point.

[The documents referred to follow:]

ACCOUNTABILITY IN VOCATIONAL EDUCATION



POPULATION NEEDS ANALYSIS

FUNCTION	DESCRIPTIVE CRITERIA	QUALITY ASSURANCE SCALE
POPULATION NEEDS ANALYSIS PROVIDES CURRENT AND USABLE INFORMATION ABOUT THE DISTRICT'S POPULATIONS SEEKING OR NEEDING VOCATIONAL EDUCATION. This function is primarily concerned with establishing and maintaining an information file which describes the population being served. To meet the objectives of the function, the information file should contain such data elements as are required to establish the relative vocational education needs of the target population, including the population in model cities, particularly those persons who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education program.	Systematically collects and analyzes population characteristics data on a continuing basis	6 5 4 3 2 1
	Uses these data for identifying persons seeking or needing vocational education	6 5 4 3 2 1
	Summarizes these data into information usable in program review and planning	6 5 4 3 2 1
	Disseminates this information in readily understood form to persons with a need to know for program implementation, review, and planning	6 5 4 3 2 1

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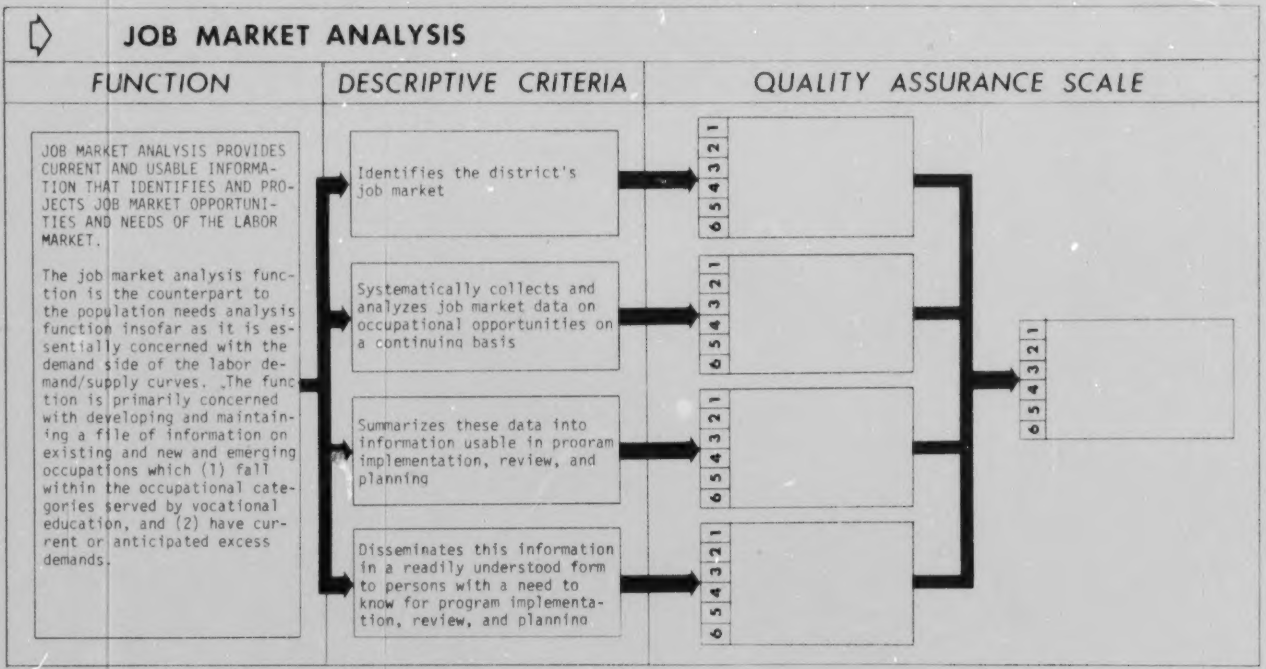
ACCOUNTABILITY IN VOCATIONAL EDUCATION



JOB MARKET ANALYSIS

FUNCTION

JOB MARKET ANALYSIS PROVIDES CURRENT AND USABLE INFORMATION THAT IDENTIFIES AND PROJECTS JOB MARKET OPPORTUNITIES AND NEEDS OF THE LABOR MARKET.

The job market analysis function is the counterpart to the population needs analysis function insofar as it is essentially concerned with the demand side of the labor demand/supply curves. The function is primarily concerned with developing and maintaining a file of information on existing and new and emerging occupations which (1) fall within the occupational categories served by vocational education, and (2) have current or anticipated excess demands.

DESCRIPTIVE CRITERIA

- Identifies the district's job market
- Systematically collects and analyzes job market data on occupational opportunities on a continuing basis
- Summarizes these data into information usable in program implementation, review, and planning
- Disseminates this information in a readily understood form to persons with a need to know for program implementation, review, and planning

QUALITY ASSURANCE SCALE

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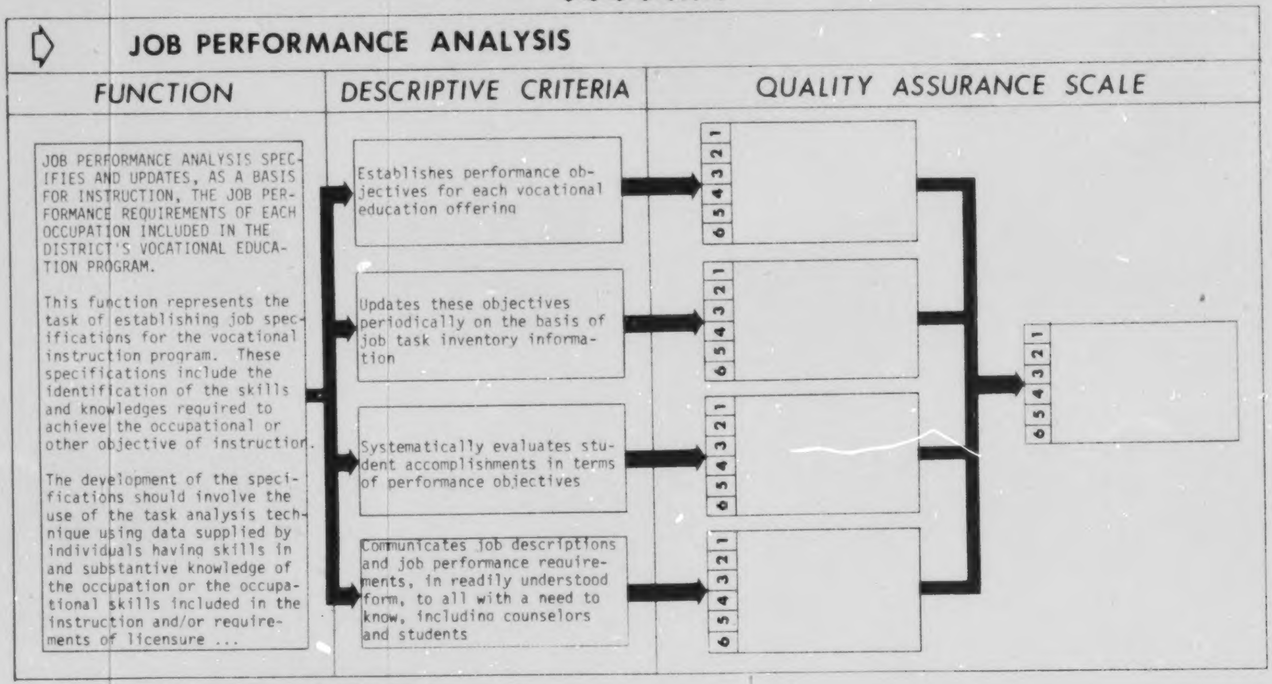
ACCOUNTABILITY IN VOCATIONAL EDUCATION



JOB PERFORMANCE ANALYSIS

FUNCTION

JOB PERFORMANCE ANALYSIS SPECIFIES AND UPDATES, AS A BASIS FOR INSTRUCTION, THE JOB PERFORMANCE REQUIREMENTS OF EACH OCCUPATION INCLUDED IN THE DISTRICT'S VOCATIONAL EDUCATION PROGRAM.

This function represents the task of establishing job specifications for the vocational instruction program. These specifications include the identification of the skills and knowledges required to achieve the occupational or other objective of instruction.

The development of the specifications should involve the use of the task analysis technique using data supplied by individuals having skills in and substantive knowledge of the occupation or the occupational skills included in the instruction and/or requirements of licensure ...

DESCRIPTIVE CRITERIA

Establishes performance objectives for each vocational education offering

Updates these objectives periodically on the basis of job task inventory information

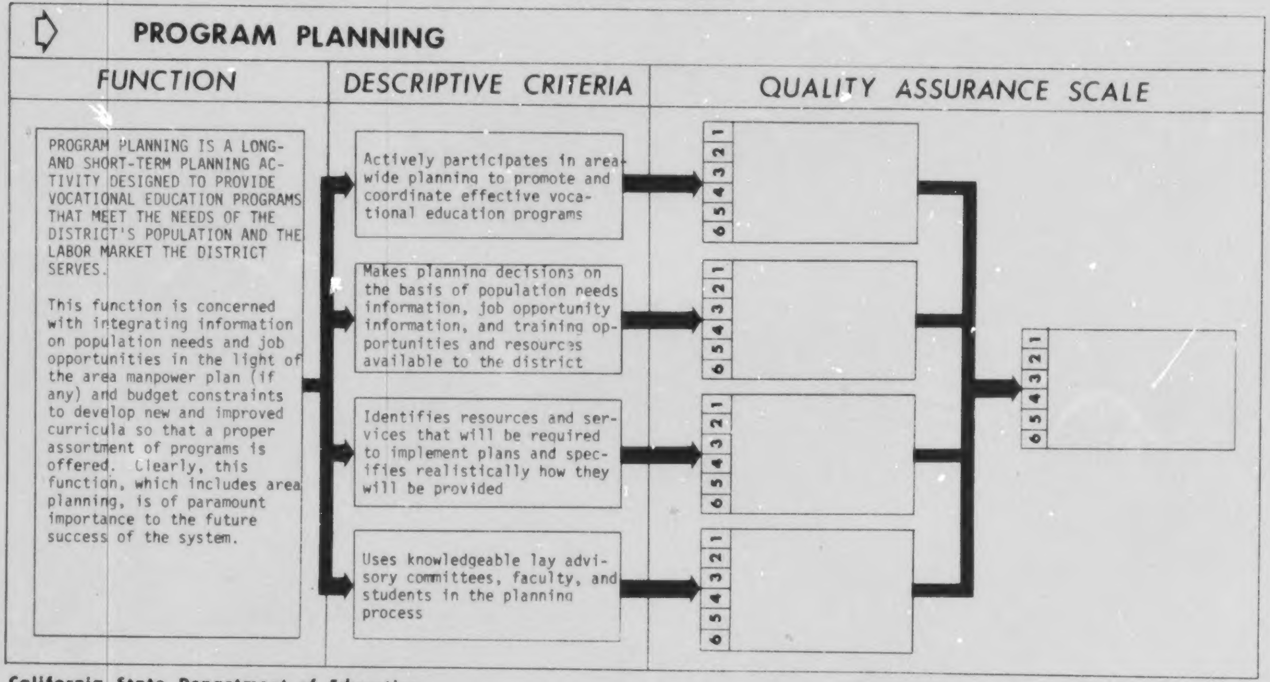
Systematically evaluates student accomplishments in terms of performance objectives

Communicates job descriptions and job performance requirements, in readily understood form, to all with a need to know, including counselors and students

QUALITY ASSURANCE SCALE

California State Department of Education
1972

ACCOUNTABILITY IN VOCATIONAL EDUCATION



PROGRAM PLANNING

FUNCTION	DESCRIPTIVE CRITERIA	QUALITY ASSURANCE SCALE
PROGRAM PLANNING IS A LONG- AND SHORT-TERM PLANNING ACTIVITY DESIGNED TO PROVIDE VOCATIONAL EDUCATION PROGRAMS THAT MEET THE NEEDS OF THE DISTRICT'S POPULATION AND THE LABOR MARKET THE DISTRICT SERVES. This function is concerned with integrating information on population needs and job opportunities in the light of the area manpower plan (if any) and budget constraints to develop new and improved curricula so that a proper assortment of programs is offered. Clearly, this function, which includes area planning, is of paramount importance to the future success of the system.	Actively participates in area-wide planning to promote and coordinate effective vocational education programs	6 5 4 3 2 1
	Makes planning decisions on the basis of population needs information, job opportunity information, and training opportunities and resources available to the district	6 5 4 3 2 1
	Identifies resources and services that will be required to implement plans and specifies realistically how they will be provided	6 5 4 3 2 1
	Uses knowledgeable lay advisory committees, faculty, and students in the planning process	6 5 4 3 2 1
		6 5 4 3 2 1

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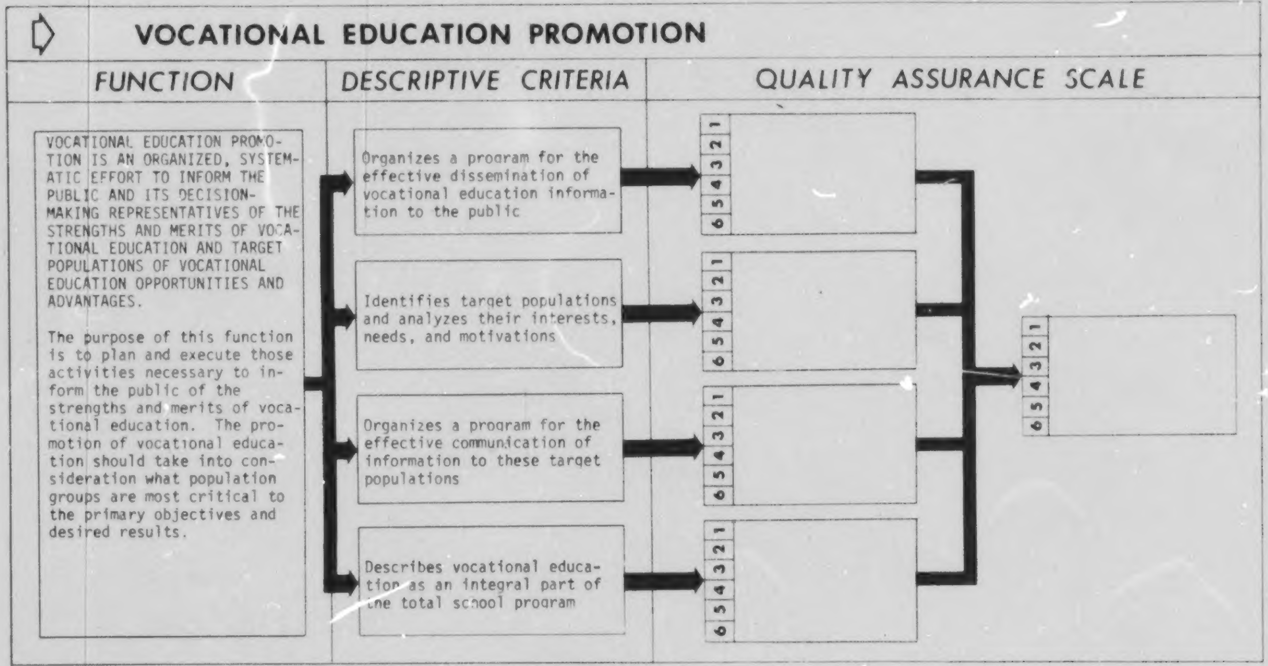
ACCOUNTABILITY IN VOCATIONAL EDUCATION



VOCATIONAL EDUCATION PROMOTION

FUNCTION

VOCATIONAL EDUCATION PROMOTION IS AN ORGANIZED, SYSTEMATIC EFFORT TO INFORM THE PUBLIC AND ITS DECISION-MAKING REPRESENTATIVES OF THE STRENGTHS AND MERITS OF VOCATIONAL EDUCATION AND TARGET POPULATIONS OF VOCATIONAL EDUCATION OPPORTUNITIES AND ADVANTAGES.

The purpose of this function is to plan and execute those activities necessary to inform the public of the strengths and merits of vocational education. The promotion of vocational education should take into consideration what population groups are most critical to the primary objectives and desired results.

DESCRIPTIVE CRITERIA

Organizes a program for the effective dissemination of vocational education information to the public

Identifies target populations and analyzes their interests, needs, and motivations

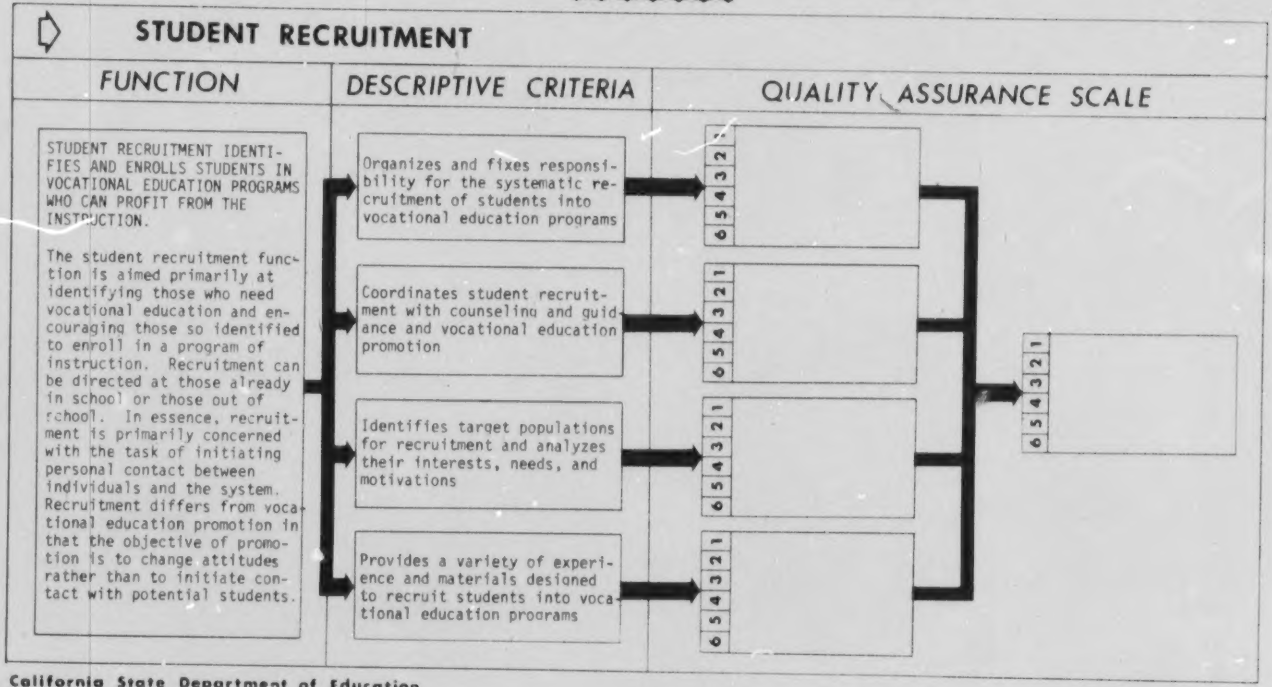
Organizes a program for the effective communication of information to these target populations

Describes vocational education as an integral part of the total school program

QUALITY ASSURANCE SCALE

California State Department of Education
1972

ACCOUNTABILITY IN VOCATIONAL EDUCATION



STUDENT RECRUITMENT

FUNCTION

STUDENT RECRUITMENT IDENTIFIES AND ENROLLS STUDENTS IN VOCATIONAL EDUCATION PROGRAMS WHO CAN PROFIT FROM THE INSTRUCTION.

The student recruitment function is aimed primarily at identifying those who need vocational education and encouraging those so identified to enroll in a program of instruction. Recruitment can be directed at those already in school or those out of school. In essence, recruitment is primarily concerned with the task of initiating personal contact between individuals and the system. Recruitment differs from vocational education promotion in that the objective of promotion is to change attitudes rather than to initiate contact with potential students.

DESCRIPTIVE CRITERIA

Organizes and fixes responsibility for the systematic recruitment of students into vocational education programs

Coordinates student recruitment with counseling and guidance and vocational education promotion

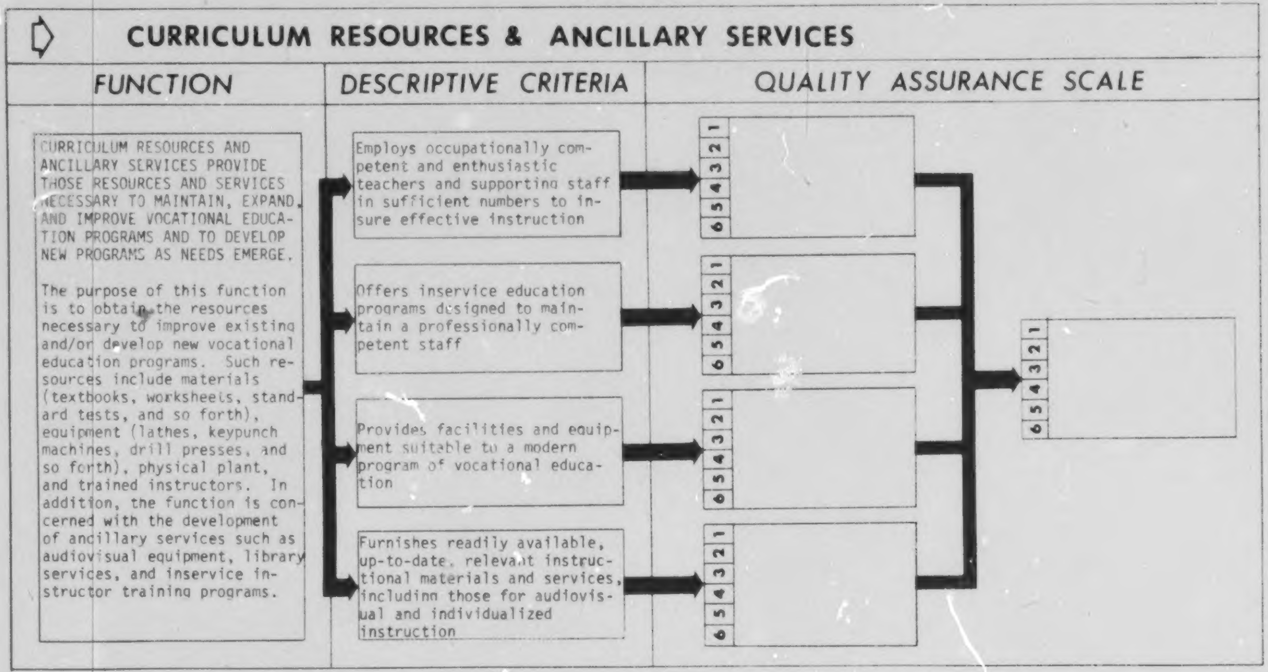
Identifies target populations for recruitment and analyzes their interests, needs, and motivations

Provides a variety of experience and materials designed to recruit students into vocational education programs

QUALITY ASSURANCE SCALE

California State Department of Education
1972

ACCOUNTABILITY IN VOCATIONAL EDUCATION



CURRICULUM RESOURCES & ANCILLARY SERVICES

FUNCTION

CURRICULUM RESOURCES AND ANCILLARY SERVICES PROVIDE THOSE RESOURCES AND SERVICES NECESSARY TO MAINTAIN, EXPAND, AND IMPROVE VOCATIONAL EDUCATION PROGRAMS AND TO DEVELOP NEW PROGRAMS AS NEEDS EMERGE.

The purpose of this function is to obtain the resources necessary to improve existing and/or develop new vocational education programs. Such resources include materials (textbooks, worksheets, standard tests, and so forth), equipment (lathes, keypunch machines, drill presses, and so forth), physical plant, and trained instructors. In addition, the function is concerned with the development of ancillary services such as audiovisual equipment, library services, and inservice instructor training programs.

DESCRIPTIVE CRITERIA

Employs occupationally competent and enthusiastic teachers and supporting staff in sufficient numbers to insure effective instruction

Offers inservice education programs designed to maintain a professionally competent staff

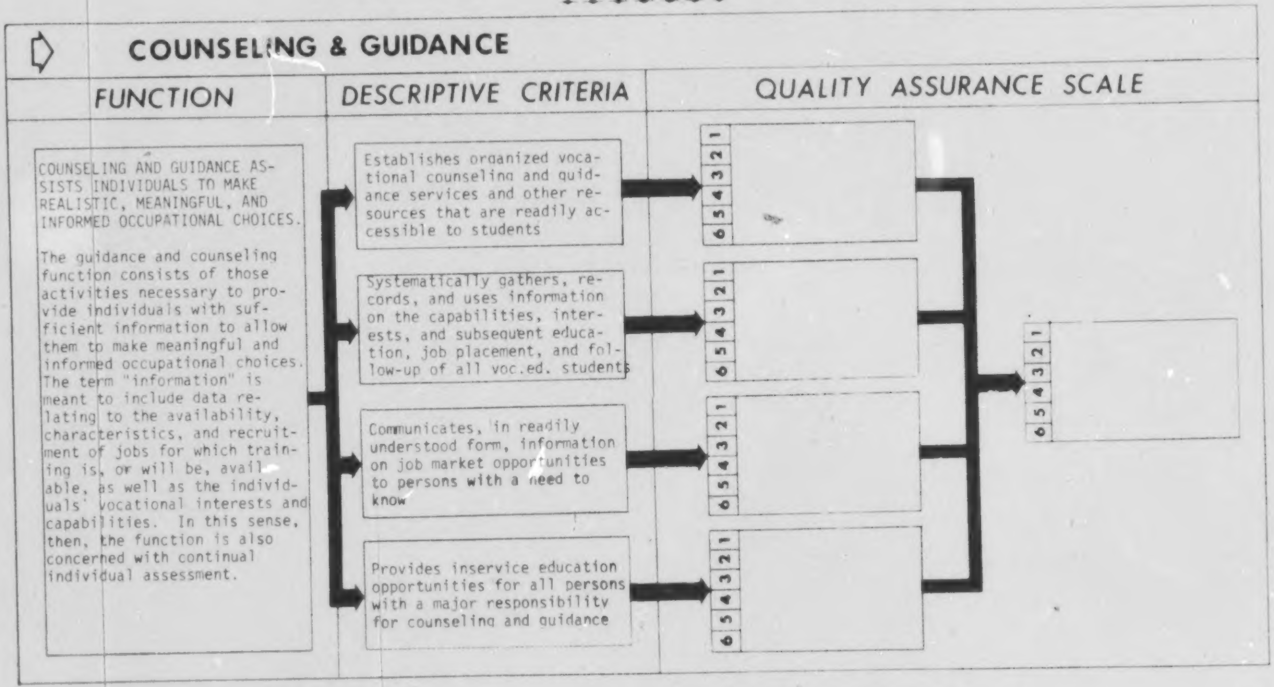
Provides facilities and equipment suitable to a modern program of vocational education

Furnishes readily available, up-to-date, relevant instructional materials and services, including those for audiovisual and individualized instruction

QUALITY ASSURANCE SCALE

California State Department of Education
1972

ACCOUNTABILITY IN VOCATIONAL EDUCATION



COUNSELING & GUIDANCE

FUNCTION

COUNSELING AND GUIDANCE ASSISTS INDIVIDUALS TO MAKE REALISTIC, MEANINGFUL, AND INFORMED OCCUPATIONAL CHOICES.

The guidance and counseling function consists of those activities necessary to provide individuals with sufficient information to allow them to make meaningful and informed occupational choices. The term "information" is meant to include data relating to the availability, characteristics, and recruitment of jobs for which training is, or will be, available, as well as the individuals' vocational interests and capabilities. In this sense, then, the function is also concerned with continual individual assessment.

DESCRIPTIVE CRITERIA

Establishes organized vocational counseling and guidance services and other resources that are readily accessible to students

Systematically gathers, records, and uses information on the capabilities, interests, and subsequent education, job placement, and follow-up of all voc.ed. students

Communicates, in readily understood form, information on job market opportunities to persons with a need to know

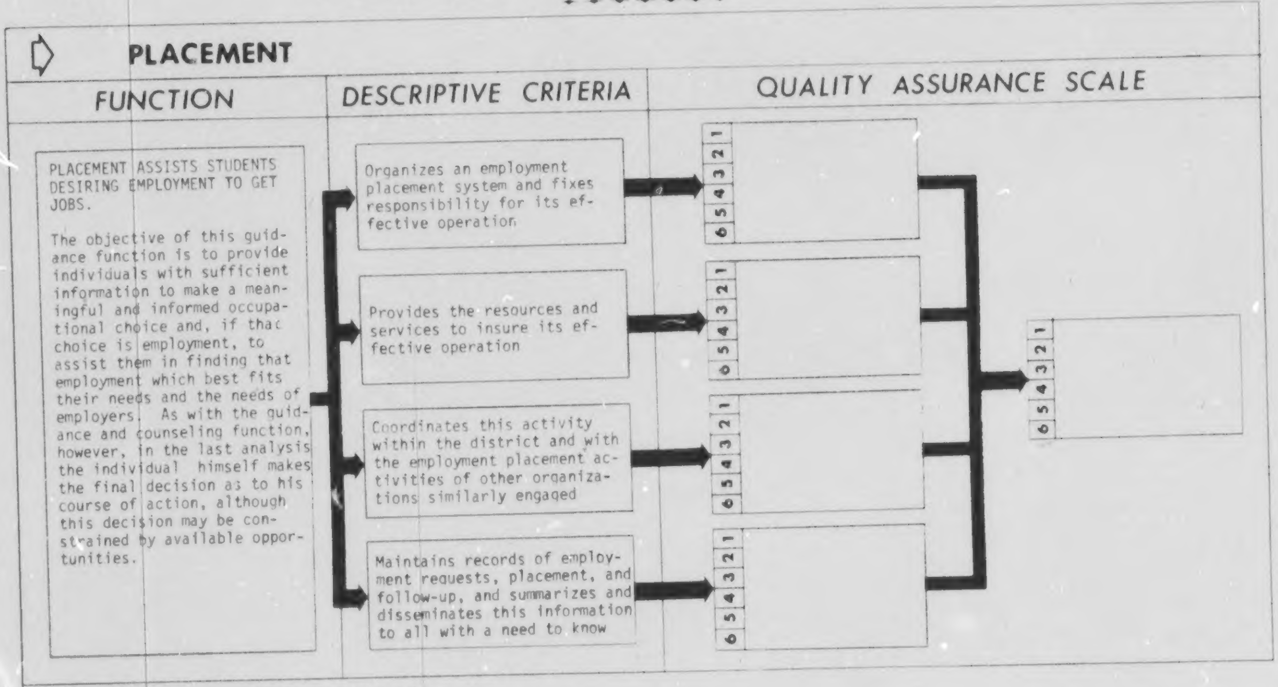
Provides inservice education opportunities for all persons with a major responsibility for counseling and guidance

QUALITY ASSURANCE SCALE

California State Department of Education

1972

ACCOUNTABILITY IN VOCATIONAL EDUCATION



PLACEMENT

FUNCTION	DESCRIPTIVE CRITERIA	QUALITY ASSURANCE SCALE
PLACEMENT ASSISTS STUDENTS DESIRING EMPLOYMENT TO GET JOBS. The objective of this guidance function is to provide individuals with sufficient information to make a meaningful and informed occupational choice and, if that choice is employment, to assist them in finding that employment which best fits their needs and the needs of employers. As with the guidance and counseling function, however, in the last analysis the individual himself makes the final decision as to his course of action, although this decision may be constrained by available opportunities.	Organizes an employment placement system and fixes responsibility for its effective operation	6 5 4 3 2 1
	Provides the resources and services to insure its effective operation	6 5 4 3 2 1
	Coordinates this activity within the district and with the employment placement activities of other organizations similarly engaged	6 5 4 3 2 1
	Maintains records of employment requests, placement, and follow-up, and summarizes and disseminates this information to all with a need to know	6 5 4 3 2 1
		6 5 4 3 2 1

California State Department of Education

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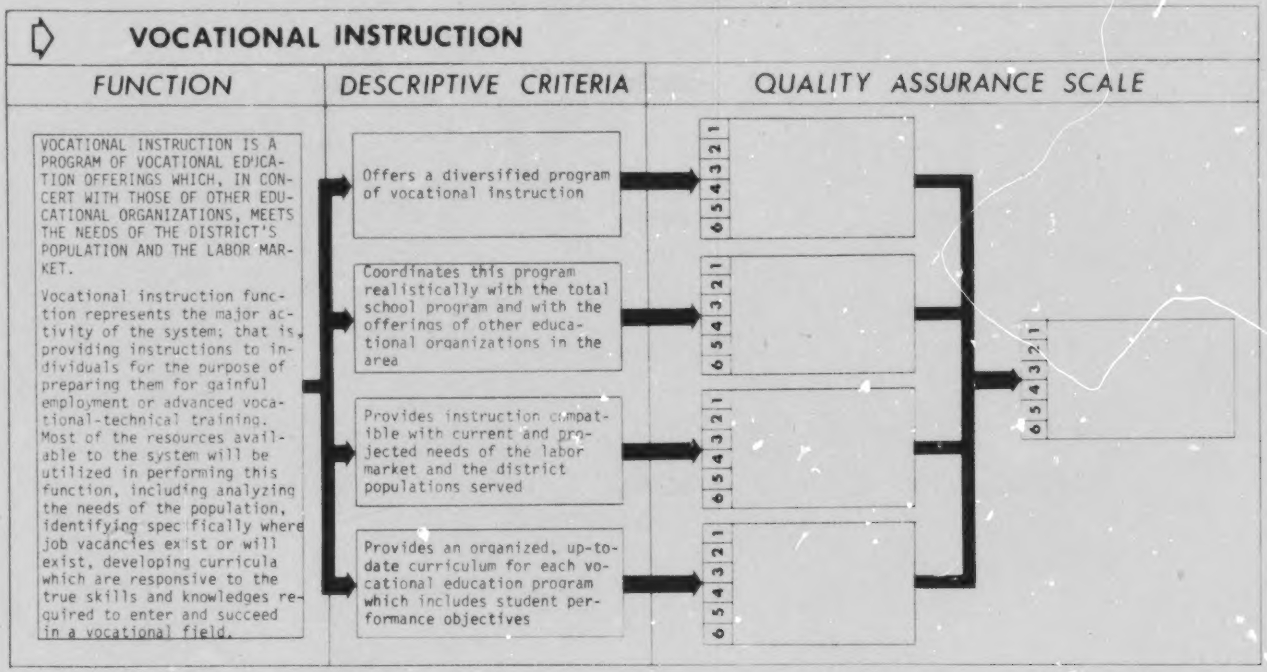
ACCOUNTABILITY IN VOCATIONAL EDUCATION



VOCATIONAL INSTRUCTION

FUNCTION

VOCATIONAL INSTRUCTION IS A PROGRAM OF VOCATIONAL EDUCATION OFFERINGS WHICH, IN CONCERT WITH THOSE OF OTHER EDUCATIONAL ORGANIZATIONS, MEETS THE NEEDS OF THE DISTRICT'S POPULATION AND THE LABOR MARKET.

Vocational instruction function represents the major activity of the system; that is, providing instructions to individuals for the purpose of preparing them for gainful employment or advanced vocational-technical training. Most of the resources available to the system will be utilized in performing this function, including analyzing the needs of the population, identifying specifically where job vacancies exist or will exist, developing curricula which are responsive to the true skills and knowledges required to enter and succeed in a vocational field.

DESCRIPTIVE CRITERIA

Offers a diversified program of vocational instruction

Coordinates this program realistically with the total school program and with the offerings of other educational organizations in the area

Provides instruction compatible with current and projected needs of the labor market and the district populations served

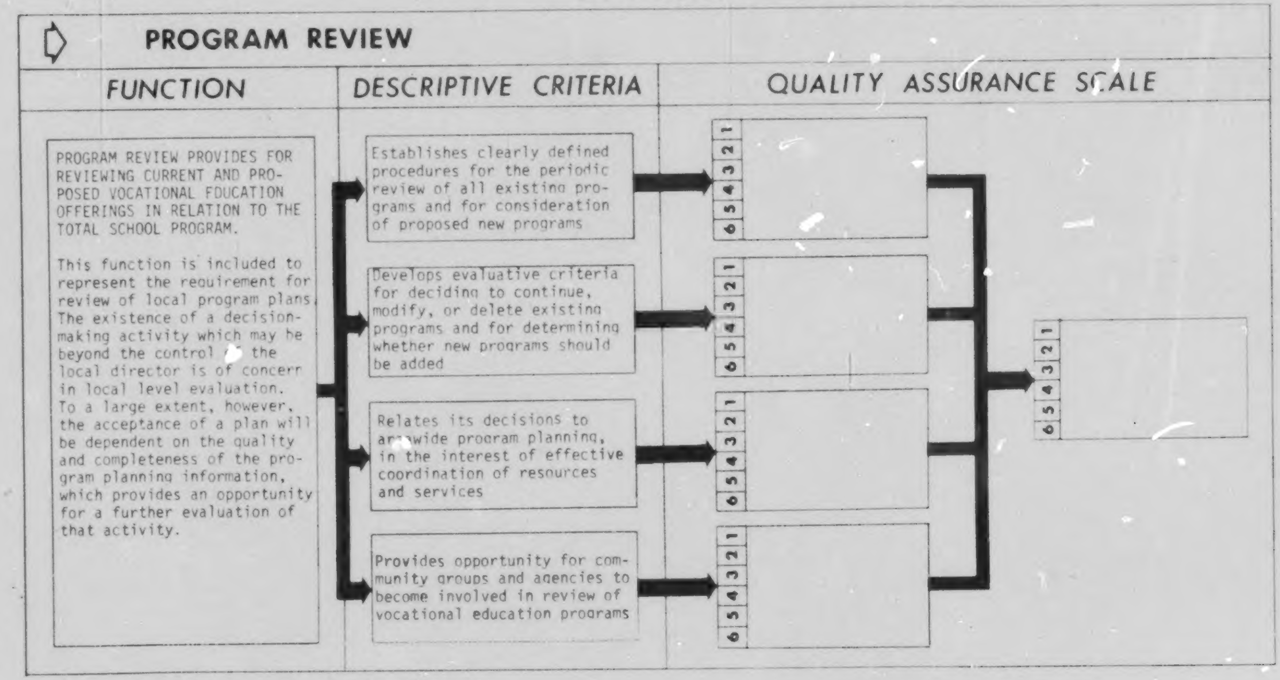
Provides an organized, up-to-date curriculum for each vocational education program which includes student performance objectives

QUALITY ASSURANCE SCALE

California State Department of Education

1972

ACCOUNTABILITY IN VOCATIONAL EDUCATION

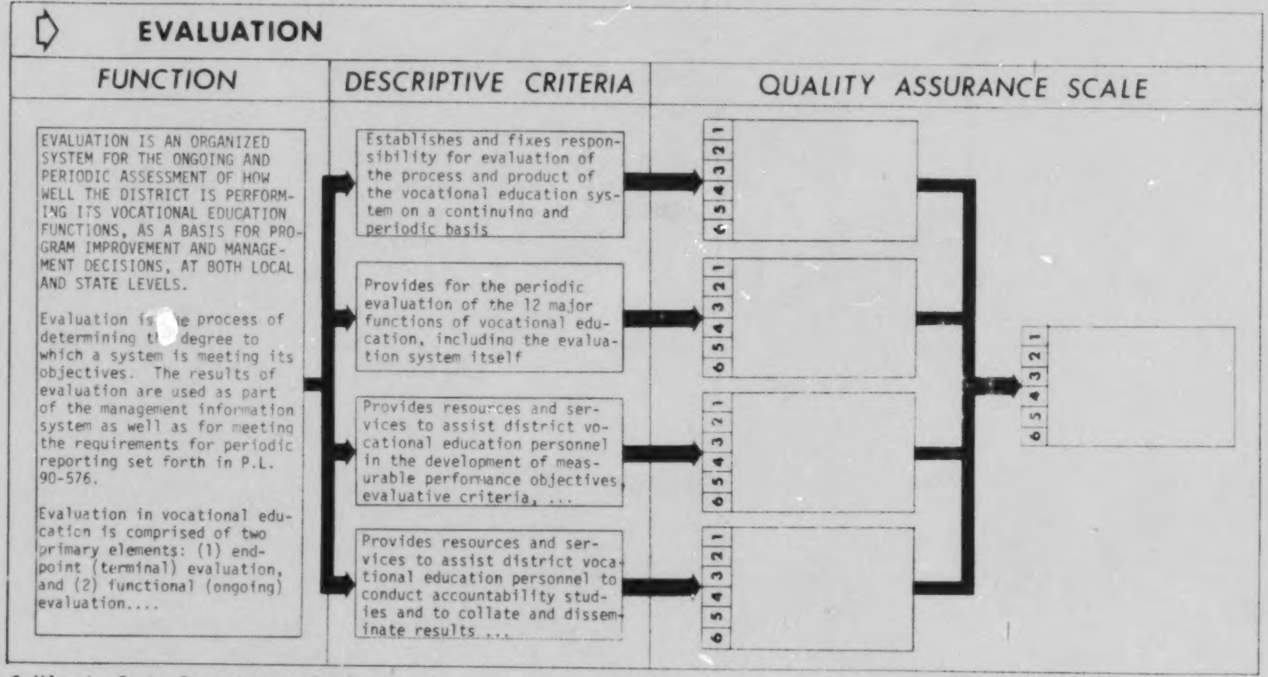


PROGRAM REVIEW

FUNCTION	DESCRIPTIVE CRITERIA	QUALITY ASSURANCE SCALE
PROGRAM REVIEW PROVIDES FOR REVIEWING CURRENT AND PROPOSED VOCATIONAL EDUCATION OFFERINGS IN RELATION TO THE TOTAL SCHOOL PROGRAM. This function is included to represent the requirement for review of local program plans. The existence of a decision-making activity which may be beyond the control of the local director is of concern in local level evaluation. To a large extent, however, the acceptance of a plan will be dependent on the quality and completeness of the program planning information, which provides an opportunity for a further evaluation of that activity.	Establishes clearly defined procedures for the periodic review of all existing programs and for consideration of proposed new programs	6 5 4 3 2 1
	Develops evaluative criteria for deciding to continue, modify, or delete existing programs and for determining whether new programs should be added	6 5 4 3 2 1
	Relates its decisions to areawide program planning, in the interest of effective coordination of resources and services	6 5 4 3 2 1
	Provides opportunity for community groups and agencies to become involved in review of vocational education programs	6 5 4 3 2 1

California State Department of Education
1972

ACCOUNTABILITY IN VOCATIONAL EDUCATION



EVALUATION

FUNCTION	DESCRIPTIVE CRITERIA	QUALITY ASSURANCE SCALE

EVALUATION IS AN ORGANIZED SYSTEM FOR THE ONGOING AND PERIODIC ASSESSMENT OF HOW WELL THE DISTRICT IS PERFORMING ITS VOCATIONAL EDUCATION FUNCTIONS, AS A BASIS FOR PROGRAM IMPROVEMENT AND MANAGEMENT DECISIONS, AT BOTH LOCAL AND STATE LEVELS.

Evaluation is the process of determining the degree to which a system is meeting its objectives. The results of evaluation are used as part of the management information system as well as for meeting the requirements for periodic reporting set forth in P.L. 90-576.

Evaluation in vocational education is comprised of two primary elements: (1) endpoint (terminal) evaluation, and (2) functional (ongoing) evaluation....

Establishes and fixes responsibility for evaluation of the process and product of the vocational education system on a continuing and periodic basis

Provides for the periodic evaluation of the 12 major functions of vocational education, including the evaluation system itself

Provides resources and services to assist district vocational education personnel in the development of measurable performance objectives, evaluative criteria, ...

Provides resources and services to assist district vocational education personnel to conduct accountability studies and to collate and disseminate results ...

California State Department of Education

1972

A SYNOPSIS OF THE MANPOWER PROJECTION MODEL

Occupational education and guidance programs should be planned, operated and evaluated upon the basis of an identified need. This basic premise requires that the occupational education practitioner must be in a position to propose and implement new programs and/or modify or possibly terminate existing programs in terms of the current or projected needs. Therefore, reliable and adequate data are needed to determine the current occupational demand.

To fulfill the information requirements of the planning and evaluation process, certain "tools" are needed. One such tool is the Manpower Projection Model (MPM).

The Manpower Projection Model is the result of a two-year project sponsored by the California State Department of Education with financial assistance from Part C of the Vocational Education Amendments Act of 1968. At the operational level of the project, it became a cooperative effort between the State Department of Human Resources Development (HRD), the Ventura County Community College District and the Ventura County Superintendent of Schools Office.

The basic guidelines established at the beginning of the project were:

1. The primary manpower projection techniques should be independent of the traditional employer mail-out surveys and advisory committee opinions. These traditional techniques, while very useful, simply do not provide the planner with all of the occupational employment data he needs.
2. The occupational or manpower projection process should be based on established data collecting and occupational classification systems.
3. The projections should be on a recognized local geographical data collection area that can be the basis for comparison to similar nationally gathered data.
4. The process should be transportable to other local areas.
5. The process should be relatively inexpensive to develop and maintain.

The general goal of the project is to develop a short term (up to five years) manpower needs projection system for a Standard Metropolitan Statistical Area (SMSA). The "System" provides basic information useful to Educational Planners for curriculum development, determining staffing needs, facility planning, area planning and career guidance and counseling information. During the first two years of operation, it became apparent to the project staff, that data obtained from the Manpower Projection Model would also be useful to a variety of agencies outside education. Such agencies as city and county planning departments, Manpower Area Planning Council (MAPC), the Community Action Commission and the County Welfare Department expressed a real interest in utilizing the data for their particular needs.

MPM: PHASE I (1971–72)

The first phase of the project was concerned with developing methodology and discovering practical linkages to the national and state manpower projections prepared by the U.S. Bureau of Labor Statistics (BLS) and HRD. Linking the local MPM system to the national system made it possible for the national industry and occupational employment trends to be superimposed on a local SMSA. It is possible with this matching process to relate directly the local occupational job market shifts to the national occupational trends.

Perhaps the most important achievement of Phase I was the development of the "Early Warning" Industry-Occupational (I–O) Matrices. The I–O Matrices are called "Early Warning" because they provide a comprehensive overview of the current and projected changes of the local labor market and thus an opportunity for identification in advance of major occupational employment changes.

The original source of local employment data for the "Early Warning" I–O Matrices was provided by HRD through the quarterly series of unemployment insurance tax reports submitted by all employers covered by the California Unemployment Insurance Code. In compiling and processing these reports, they are aggregated by Standard Industrial Classification (SIC) code to show the number of persons on the payroll in a given industry, as of midmonth, for each month in a given quarter. Using these employment data as bench marks, and applying link-relatives derived from a monthly sample of employing units, employment of industrial activity is estimated for each month of all the state's SMSA's.

The industry structure of the BLS national I–O Matrices follows the U.S. Bureau of Census industrial classification categories. However, local HRD employment data are based on the SIC categories. The major differences between HRD's industry reporting format and BLS's were found in the distribution of government employment by activity performed and industrial groupings by SIC code combined into single BLS industrial groups. In order that data used in the MPM's "Early Warning" Matrices be compatible with the BLS national I–O Matrices' format, local industry employment totals provided by the HRD had to be disaggregated and redistributed, e.g., public schools and hospitals were moved from the "government" industry division to the "service" industry division. Many man-hours were required by the HRD Southern California Regional Office and local staff to disaggregate and redistribute the HRD data to the U.S. Bureau of Census industrial categories used by the BLS.

The fundamental assumption of MPM's Phase I localized "Early Warning" I–O Matrices was that local occupational distributions within industry divisions tend to have comparable national occupational distributions in the same industries. These occupational distributions have been found to be relatively stable over a short-term period. Given these assumptions, it is possible to compute occupational coefficients (or percentage distributions) for an industry from census data and other information, and project local occupational employment trends for the industry and anticipated movements within the industry. In this general way, local I–O projections were developed for 1972, 1975 and 1980 for Ventura County SMSA within the BLS national I–O Matrices' format, using the HRD local monthly industry employment series from 1965 through 1970 as the primary data base.

MPM: PHASE II (1972–73)

The second year of the project was spent in further developing the I–O Matrices by expanding their data base and localizing the occupational coefficients. This was made possible by the newly released 1970 census data for SMSA's. Again this large and very complicated task was accomplished through the efforts of the HRD staff in the Southern California Regional Office.

Additionally and simultaneously, a comprehensive In-Service Training Workshop was being designed and developed to disseminate information and illustrate methods for the utilization and application of the I–O Matrices. This workshop was presented three times during the months of May and June. The first and second presentations were in Ventura County. In attendance were educators (administrators, counselors, and teachers), HRD staff members and various MAPC members. The third workshop was held for the San Bernardino/Riverside SMSA. A special I–O Matrix was prepared for that SMSA.

MPM: PHASE III (1973–74)

During the third phase the Ventura MPM project will take a new "tack" and become part of a new and larger project. The efforts of the staff will be directed toward augmenting, perfecting and continuing the various key components of the MPM considered essential to the success of the Joint Occupational Preparation Task Force Manpower Management Information System.

The Joint Occupational Preparation Task Force (JOPTF) was formed in June, 1971. The purpose of this task force is to develop an effective and efficient approach to match project manpower supply (student enrollments in vocational education programs) with expected manpower demand (occupational projections). Mr. Benjamin Hargrave, Director of the Office of Education/Training Liaison, State Department of Human Resources Development is the Chairman of JOPTF.

A research proposal to design, implement and evaluate a comprehensive information system to match manpower supply data with manpower demand data in the Los Angeles Basin was prepared and approved by the JOPTF's Board of Directors in June, 1973. This proposal is now being implemented as the Manpower Management Information System Project (MMIS). The immediate objective of this project is to match occupational projections for five- and ten-year periods for approximately 450 occupations in about 200 industrial categories of Los Angeles, San Bernardino, Riverside, Orange and Ventura counties with the current and projected student population.

The procedural plan for the new MMIS Project will be to insure that the two major informational components of the manpower management information system, i.e., the "industry-occupational matrix" and an "educational resources inventory," will interface within the system; both of the components are essential for meaningful educational and manpower program planning.

The major activities proposed as appropriate for the project are:

(1) To prepare cross-reference materials that will display basic employment and educational relationships,

(2) To develop educational projection techniques that will enable the projection of enrollments and/or completions by program on a time line that is compatible with the Industry-Occupational Matrix,

(3) To identify additional data-gathering techniques by determining the feasibility of securing educational-program data from private post-secondary schools, formal industry in-plant training programs and vocational programs available through military bases,

(4) To develop information-dissemination techniques inclusive of all components of the Manpower Management Information System and provide workshop activities for local educators and manpower planners,

(5) To identify the cost of continuation activities in the form of a procedural outline which will detail a plan for staff needs and other resources necessary to implement and continue the Management Information System.

The new MMIS Project will combine, among others, the resources of five (5) organizations: State Department of Human Resources Development, California Community Colleges, State Department of Education, Vocational Education Area Planning and the Ventura County Superintendent of Schools' Manpower Projection Model Project.

Chairman PERKINS. Let me thank you very much, Mr. Nelson. We will get back to you in a few minutes. Now, Dr. William Stevenson.

Dr. STEVENSON. Thank you, Mr. Chairman. It is a pleasure to have an opportunity to appear before this committee. My name is William Stevenson. I am assistant state director and head of the division of research, planning and evaluation for the State department of vocational and technical education in Oklahoma.

My responsibility there, as the title implies, is to provide the kinds of data and information that are needed in order for the top administration in the department to make wise decisions relative to vocational education expansion.

I have the responsibility for the research, the planning, the evaluation and the information system which provides that kind of information to the top administration.

I taught vocational agriculture in southeastern Oklahoma for about 20 years. I then moved into the State department as head of the research coordinating unit. That unit was eventually expanded to become a division of research, planning and evaluation.

I would like to have an opportunity to picture for you the way these four areas of effort fit together in order to provide the kind of data necessary for planning. Planning is impossible without some information upon which to base that plan.

We have to know where we have been. We have to know where we are presently and we have to know where we are going. And only with some background kinds of information can we determine that.

The way that this new knowledge and data meshes together to fit into an overall plan in Oklahoma is like this. First we start with research, attempting to determine the kinds of information that are needed, what kinds of information do administrators need in order to make relevant and accurate decisions about vocational education.

The evaluation system which we have takes an indepth look at the delivery system at the local level. Teams go into programs and judge and analyze the quality of the program and the needs of that program.

The information system attempts to gather and package the kinds of information that are needed in order to put together what administration needs to know. Then the planning effort, which Mr. Nelson has been talking about, does make program recommendations to the State director and to the top administration for their review.

The mortar which holds this whole system together is our management by objectives system. What we mean by management by objectives system in the State of Oklahoma is that every operating unit within the department has a set of measurable objectives.

Those are developed at the beginning of the year. At the end of the year we review those objectives and determine those which have been accomplished and those which haven't and why. In addition to this, every individual in the department has a set of job objectives and job functions which have been negotiated with his immediate supervisor so that he knows precisely what his job is supposed to accomplish during that year.

This gives individual direction and individual accountability to this effort. In addition to the management by objectives system in Oklahoma, we are presently working with 16 other States in developing their management by objectives system.

This is an EPDA—Education Professions Development Act—effort funded through them. Next year we will be working with 12 additional States on developing a management by objectives system.

We anticipate that by the end of this fiscal year 30 States will be operating on a management by objectives system.

Let's look at a management information system. What is a good management system? What kinds of information are needed? At a recent workshop and national conference held in Oklahoma, which was sponsored by the State Department, Oklahoma State University, and the center at North Carolina, three areas of information needs were identified.

The first is manpower demand information—where are the jobs? What kind of openings are there for technical education graduates? We must know where the jobs are. We must know what kinds of training are needed in order for people to fill those jobs, both skill type training and attitudinal sorts of training that we might give individuals.

So, we must know precisely what jobs are available and will be available in the near future.

The second type of information is student supply information. We must know where the students are. We must know the types of training that the students desire. We must know the ability level of the students and the types of jobs that they can fill.

The third type of information is resource kinds of information—what does it cost to put on a program? What kinds of equipment and supplies are needed? And what types of teachers, how many teachers, what types of training do they need.

These are the kinds of information that we are talking about in an effective information system.

What we call our information system in Oklahoma is OTIS—occupational training information system. We are now in the 6th year in the operation of the OTIS system. Each year this publication is made and throughout the year additional reports are made.

What OTIS does is provide an interface between manpower demands and manpower supply information. The manpower demand information comes largely from the Oklahoma Employment Security Commission and we do have an excellent working relationship with them.

They tell us where the job openings are. This is supplemented by continuing survey information in which we personally take a look at jobs where there may be some question, particularly in the area of new and expanded occupations.

This demand information is then interfaced with supply information. The supply information, what is coming out of the pipeline of training, comes mainly from our student accounting system in vocational education.

We know how many students are enrolled in each of the programs. We know how many of these people are being trained; that is, how many are completing programs annually. So we are able to match the supply and demand information.

We also get supply information from other training agencies, including private schools and other types of Federal programs. This allows us to know precisely the number, for instance, of carpenters that are going to be needed in Tulsa, Okla., and we know the number of carpenters that are going to be trained and available for employment.

This allows us to make programmatic kinds of decisions as to where the most critical needs are for manpower demand.

Some 15 agencies are cooperating in this effort to produce the kinds of data and use this OTIS information. As a matter of fact, the one survey of industry that is needed annually, where we used to have a number of agencies all going out to industry and surveying, we now do that one time through the OTIS system.

Also, this has become the major planning document in Oklahoma for planning training programs in any of these agencies. We now have a policy in the State department of vocational education that no new program will be offered unless there is shown to be a strong manpower demand in the State.

To give you one statistic which illustrates what we think the effectiveness of OTIS is, at the beginning of OTIS some 6 years ago there was about a 75 percent match between program offerings and manpower demand in the State of Oklahoma.

In other words, we were about 25 percent off target. Now we find, in 1974, that we have about a 95 percent match between program offerings and the manpower demand in the State. We think that this increase in the accuracy with which we provide trained manpower is largely due to the use of the OTIS information.

In addition to manpower demand kinds of information we need information about programs. This is done through our evaluation system. Twenty percent of the programs are evaluated each year through a team visit.

A team of experts go out into the school, take a look at all the vocational programs in that school, plus they base some of the decision on some data, follow up information which shows the number of students trained, the number of students placed in occupations related to that training.

But, we do have a fair picture of the kinds of local programs and their effectiveness to go into our additional information.

Let me simply say, since Dick Nelson has been talking about planning, all I think I need to say is that the planning unit is responsible for taking this kind of information and packaging it and supplying it to the decisionmakers in the department.

They actually do come up with a set of program recommendations, saying this is our top priority in program expansion, this is our next priority, and so on down. Also, they do recommend the curtailment of certain kinds of programs if we are oversupplied.

There are certain areas in which we are training more people than are needed and, in this case, we are reducing the numbers of people trained. It is interesting to note that with all of the effort in Oklahoma, all of the training programs, including the MDTA, private schools, vocational education, that we are only able to supply 53 percent of the trained manpower needed in Oklahoma.

This doesn't mean that 47 percent of those jobs are going vacant, but that people are filling those jobs with less than the optimal level of training.

Finally, I would like to speak about the research effort which has been going on in the States since the 1963 Vocational Education Act. Throughout the years research coordinating units were formed in each State and gave the State an opportunity to begin to examine itself.

Each State could begin to determine for itself what its needs were, the direction in which it ought to go. These research coordinating units are developed in different directions.

They have grown into many-faceted kinds of organizations, but they have become what the State needed in order to supply the kinds of information and background those States wanted and felt they needed in order to make decisions.

The research effort we feel is the basis for all these improvement mechanisms which I have been describing. Ideas have to be tested and tried. The OTIS system had to first be experimented with. The evaluation system had to be tried and evaluated itself.

Research has been, we feel, the basis upon which we have decided to move in certain directions with certain kinds of efforts to assist in program improvement, looking at new and expanding occupations, curriculum developments and validation program improvements through evaluation have all first been conceived and tested as a part of the research effort.

One additional thing about research. Some of the most gratifying responses we have had in our research effort has been what we term "minigrants". We say to teachers, If you have an idea about how to improve your program—that is a one-page proposal—and it it sounds feasible we will fund it; $500, $750.

We funded 64 of these projects where teachers got involved in research. I have come to the conclusion that we may never find the one major answer to all of our educational problems. It may be more feasible to try to instill in teachers and administrators that kind of intellectual curiosity which is really the essence of research in order that they may determine for themselves what works best for them in their classroom, in their shop.

Through this type of individual effort we think that we can move in the direction of a deeper understanding of what it is that helps children to learn, and it may not be the same in every situation, every county and in every school.

It may be largely an individaul recation between a teacher and his students. This is what we are hoping to help teachers analyze.

In conclusion, I hope I have given you a picture of how a total system of data collection, data analysis, planning and administrative decisions are all put together and work. Additional support in all of the states to sharpen and expand this kind of an effort we feel will lead to a strong improvement in vocational education.

Thank you.

Chairman **Perkins**. Thank you very much, Dr. Stevenson. Go ahead, Mr. Ramey.

Mr. **Ramey**. My name is George Ramey. I am the director of the Mayo State Vocational Technical School in Paintsville, Ky.

This area is in eastern Kentucky where the school is located. It is a very mountainous area. It is thickly populated. Actually, it is supposed to have 77 people to the square mile and when we consider that only 20 percent of the ground is suitable for farming or for building, that gives a very high density of population for the 300 square miles.

The area is considered a depressed area. Many families have very low incomes. Many of the people are on welfare. The welfare system is very often criticized, I think, by all of us, but when you stop and think, most of these people are not on welfare by choice. It is the only way they have to live.

I have often wondered if I couldn't have been caught in the same situation years ago. At a few turning points in my life, I could just as easily have been numbered a welfare recipient as anyone else.

When people once get on welfare, when they don't have a skill to sell to business or industry, I just don't know what they can do. These people have children, the children grow up, they can't educate their children with today's high prices and, Congressman, I am getting more and more concerned about inflation and the effect it is going to have on the people this year and next year and in future years.

Where you have a per capita income in a county of $1,500 and a family has children it is absolutely impossible to educate these children. The only thing that the parents can hope to do is to feed them and halfway clothe them and hope that they can get them up to an age where they can get on welfare.

This cycle is repeated over and over again. Some way this cycle has to be broken. The only way, as far as I know, that they can actually break this cycle is through training and through education.

I just don't know of any other way it could ever be broken. When it is once broken, however, we have a new ball game altogether. We have a continual group of people coming in to the Mayo school who have graduated in past years to tell us, "I now live in this place or that place in Kentucky, or some other State. I bought a home. I married. I have a family with so many children. My children are in vocational school or high school or college."

So the cycle has actually been broken everytime we can train people and they can get a job. Our school graduates approximately 300 students a year. In all this number our placement will run close to 95 percent. That is not any particular year. That is year in and year out.

Most of these students know where they are going to work before they even enter our school. But the thing that has always concerned me is that education seems to be for the fortunate people who have money to educate their children.

In our vocational acts we speak about vocational education is for everyone, but I wonder how true that is. The philosophy certainly is true, but until we can provide training, until we have facilities, until we have buildings and until some way we make it possible for every boy, girl and man and woman who needs vocational education and wants vocational education to get it, we are not providing education for everyone.

I have been interested in a television ad, and I am sure a lot of you have seen it. It is for oil filters. This man says you can change your oil and replace your filters at a nominal cost, or you can let your car go and have it overhauled at a greater cost later on.

I think this is very true of what we are talking about here. If some way we could provide training for all these people, whether they are on welfare or not, and break this cycle of poverty, I think we could get out of the welfare system faster and at less cost.

I think we have good proof along that line. We have had a world of MDTA programs at our school. The placement from these programs has been very high. We have trained people and put people to work that have never been able to hold jobs.

Now they are providing for their families. The GI bill is another good example. Here again, if a boy has these educational rights under the GI bill he can attend school. He can learn a trade and he can become productive and self sufficient.

As I mentioned a while ago, I am particularly concerned at the present that even the number that can now go to school will not be able to go to school in the future due to inflation. I believe it is going to have an adverse effect this year on enrollment.

I think this will be true in colleges as well as vocational schools. The day before yesterday I got three letters. All three were in the same tone. "I cannot enter school," or "I cannot send my boy or girl to school because I can't afford to send them."

One letter stated that the father is totally disabled and has been for several years. They are living on social security. They have an income of $182.50 a month, so the letter stated. This mother said, "I don't know how in the world I can send John to school. I get," she stated, "$28.50 more if he entered school." I don't know just what the amount would be, but it would be a very small amount.

I wondered how in the world a family of three could live, with today's prices, on $182.50 a month. This seems to be impossible. I don't know how they can do it.

At our school we have a dormitory for men, but we don't have a girls' dormitory. Someday we hope to have a girls' dormitory. I hope someday we have the money to do it. The State doesn't seem to want to furnish dormitories at vocational schools.

We provide food for a student at cost, maybe a little bit over cost. We provide books at cost. The registration fee is $5. The tuition is

$4 a month. People say anyone can pay $4 a month to go to school. Anyone can't pay $4 a month to go to school where a whole family's income is $182.50 a month.

Four dollars, in many cases, is simply impossible to come by. This school, and I am sure there are many others across the country similar to it, serves a very large area. Students must travel considerable distances by car, or they must board at the school or in town.

And, as I said before, it is only the ones who have money who are able to go to school. On the other hand, the students are most eager to learn. I was principal for a period of years in a high school. I spent three-fourths of my time, I think, on discipline problems.

In a school such as the Mayo School the discipline problems are almost nil. The students are there to learn. They are eager to learn. They push just as fast as they can so that they can get through as soon as possible.

Business and industry likes our products. We never have any problem with placing graduates. As a matter of fact, my assistant made a statement to me the other day that he believed we could place 50 times the number of students we are placing.

Many young people are without hope. The parents are without hope. To me it is the most terrible thing that you can imagine. If I had to tell my children "I can't do a thing in the world for you to make a better life, the only thing I can do is try to feed you the best I can and buy you a few clothes," I don't know how I could do it. I don't know how other parents can do it.

Many of these people, as I stated before, are not in this condition by choice. They are caught up in a modern world where jobs have changed. They have been caught up by disabilities. They have been disadvantaged for various reasons.

I would hope that some way we could make it possible to have facilities and room for every student that wants to go to school. Mr. Chairman, you know as well as I do the problem we have at Mayo.

Many of our students write to Congressman Perkins and say, "I want to go to school but Mr. Ramey won't let me in." This is a problem and it is a terrible problem. People want to go to school and, in many cases, could go to school, but we simply don't have room for them.

Then, there are students who want to go and can't go because of finances. I would hope that somehow Congress could see fit to provide some kind of help for them. I know we have many programs. All of them help some. None of them actually are helping enough.

It costs approximately, as of last year, $1,200 per student. This figure includes all expenses.

As I say, I would hope some way the means could be provided, whether it be stipends, work study, or grants. I am not the one to say how, but I do think an effort should be made to make it possible for all these people to attend school.

I feel very strongly on these problems. One way of looking at it is that I have a job I have enjoyed for many years. More than any other job I could have had in the world. It is working with these people who want training, working with these people without skills and helping them find ways of developing skills so that they can be employed and can lead a productive, enjoyable life.

There is a certain dread every morning as I go to school, I wonder how many are going to be lined up saying, "I can't stay in school unless I can find some means of getting money to do so." Or, "I can't enter school unless I can get a job or some kind of help."

Our school is opening today. It is the first time in my life I have ever been away from school on opening day. But last night I got to wondering if I am not sort of glad I am up here.

I don't have to face those students today. They are going to be put off because they are going to be there in the morning. But at least I will put it off a day so that I won't have to say to a student, "I just don't know how we can arrange for you to go to school."

Their story is going to be that, "I just don't have money. I can't pay tuition. I can't buy books. I can't pay room and board. I can't pay for transportation, but I still want to go to school."

Mr. Chairman, I hope that some way can be found whereby we can take care of these large waiting lists at our school. Waiting lists from 500 to 1,000 or 1,200. It varies from year to year.

If we can first take care of the people and, second, that some way be found to make it possible for all people, men, women, boys, and girls, who desire this type of training to be able to attend school.

I thank you for your time.

Chairman PERKINS. Thank you very much, Mr. Ramey.

Our next witness is Dr. Barlow of the University of California.

Dr. BARLOW. Mr. Chairman, it is a pleasure for me to be here this morning to visit with my colleagues and to make a presentation to your committee.

My name is Melvin Barlow. I am a professor of education at UCLA. I am director of the Division of Vocational Education, Statewide University of California and professor of education, Graduate School of Education, University of California, Los Angeles.

My task this morning is to talk about two facets that need attention in vocational education legislation. One is teacher education and the other is leadership development.

The Congress has given us a very good act in the Vocational Education Amendments of 1968, and the Vocational Education Act of 1963. The problem of teacher education, however, was relegated to a term known as ancillary services and, therefore, begins to become subsumed under this term and occupying somewhat of a subordinate position in this particular area.

I think we need to look at that very carefully. It doesn't take very much imagination for us to decide that the quality of vocational education programs depend a great deal upon the quality of the teacher and the kind of teacher education.

And as we are increasing numbers, from about 243,000 teachers at present, to probably 470,000 teachers by about 1980, this problem is going to be increased. But it isn't just the numbers of teachers alone that makes the problem.

The problem is somewhat related to the complexity of the kinds of teachers needed. I want to describe to you, Mr. Chairman, the situation that illustrates why we need to give this area considerably more attention.

A few years ago we embarked upon a program of allied health occupations research. We were asked by the Office of Education in this particular program to expand the research and to develop a program of allied health occupations study for students in grades 10, 11, and 12.

We spent considerable time planning this particular instructional program. It did not exist anyplace else. Then we went out to the schools to find the students. In order to get 10th graders you have to talk to ninth graders.

We went to the ninth grade and wanted to get 100 students, 25 for each of 4 high schools. Two of the schools were all black, one was Mexican-American, and one was a mixture. We went to the junior high schools, explained the program, and hoped that we would be able to find 100 students that would sign up.

Mr. Chairman, we had 900 that wanted to sign up. These students bear a close relationship to the group that Mr. Ramey just described, although they are located in a metropolitan city of Los Angeles.

We organized this program and finally selected 100 students. We had one criteria that we used in the selection of the students: that the student had to want to get into the program. There were no other criteria.

This made it rather difficult, of course, because we knew we are going to run into students who couldn't read or couldn't write. We simply said if they can't read and write we will teach them how to read and write. That actually happened in this particular case.

When we had selected our students we went to the parents. We talked to the parents about, "This is what your son or daughter is getting into in this program." We found an overwhelming acceptance of this particular program.

During the program we would go back to talk with their parents again to see what impact or effect this was having upon their children. We found some very interesting things, Mr. Chairman, such as one father told me, "My daughter made me quit smoking." Another parent indicated that they had been able to use health services wisely because of this particular program.

I won't describe the details of that program but I will say this, that in putting on the program we had the best teachers that we could command. We had all the resources in the world to work with to get these teachers.

The success of the program depended upon the teaching relationships of the particular teacher to the students and to the parents. After the program seemed to be working we called in a number of school superintendents and principals and said, "This is what we are doing," and we explained it to them.

They thought it was excellent and said, "When can we start?" This is where teacher education came in. We had all the information needed but we simply didn't have the teachers to do the job.

No local school district could have all these resources to command to put all this on, but we did provide a special area of teacher education for this particular group. Now teacher education generally has to have two different parts.

One is preservice and the other is inservice teacher education. What I have been talking about is the preservice part, before the teacher begins to teach. The inservice part of teacher education is growing rather rapidly.

The panel of consultants in 1961 and 62 mentioned inservice teacher education as a very important area. The advisory council in 1967–68 highlighted this as an important area. And, as a matter of fact, this past year we had 93,000 teachers enrolled in inservice teacher education.

I can cite two things here that are involved in teacher education, inservice teacher education. One is the problem of keeping the teacher up to date in the occupational area. The second thing is keeping teachers up to date with their professional education area, learning about the new things that are coming along as a result of research in vocational education.

Let me cite you one instance about the occupational area. As you know, smog in Los Angeles is very well known and is much popularized as a characteristic of the city throughout the Nation.

When we became very concerned about our environment and auto emission control then the inservice teacher education part of our operation in California prepared an inservice teacher education program for auto emission control.

We took this program to 300 auto mechanics teachers throughout the State. There was no way these people could ever get together and each of them become occupationally competent on this new element.

It is my understanding that we are currently in this particular area updating it again and will make a second round of these teachers. So, the inservice teacher education component, which we expect to grow rather rapidly in the next few years, needs a considerable amount of attention. As a matter of fact, it was only in the Smith-Hughes Act that teacher education was mentioned to any great extent.

I believe, Mr. Chairman, we have enough information about teacher education, the needs and size of the programs, and so forth, that we could encourage the Committee to take a look at it for the purpose of recognizing teacher education in Federal legislation.

Some States are studying their programs of teacher education. California is doing this. We have just recently completed a study of over 9,000 teachers in the State and we know a lot about teachers that we didn't know before.

These teachers taught in nearly 1,100 school districts and 96 community colleges. Mr. Chairman, the area of teacher education, because it is increasing in numbers and because of the complexity of the skills we are trying to teach, needs to have additional attention.

Now, let me turn my discussion to leadership development. This is in the 1968 amendments and we have now had about 6 years' experience. We have a leadership problem in vocational education, as is true of many other professional areas, if we are not careful obsolescence sets in and the age-old problem of letting the cream rise to the top as a solution to providing leadership, is too slow.

The catalyst, of course, to provide leadership development came in the form of the EPDA Act, which gave us the opportunity to provide leadership development programs. There are two or three types of these.

The first type of leadership development program is one in which highly selected teachers were provided a stipend and institutional costs. They went to an institution of higher education for a period of about three years. The maximum grant was a period of 3 years.

They were enrolled in courses but they had an opportunity to explore and become involved with the ongoing vocational education program in a way in which it could never happen otherwise. They could never buy this experience. It would never occur naturally except over a long period of time.

In a fairly short period of time we were able to provide valuable leadership experiences for this particular group of students. There were 916 in this first period. Someone has asserted that we are providing too much money for graduate schools of education and we were overloading them with doctorate programs.

Mr. Chairman, this group represents less than one-tenth of 1 percent of all the teachers of vocational education in the country. It hardly can be construed to be overloaded. I think the leadership development program has been a very successful program, and just incidentally, in Washington today and tomorrow the directors of all of these programs are meeting.

The group that I know the most about is the group that I had to deal with myself. Of our first group of 19, four of the people are in university positions. Three other graduates are in State departments of education. Three are in county departments. Five are in high schools and community colleges. Two are with State advisory boards on vocational education, and one is in vocational education research and one in private industry.

The second aspect of leadership development has consisted of a national thrust and a State thrust through section 553 of EPDA. There are many needs.

For example, there is a need to work with policymakers at a high level who are developing a policy under which vocational education operates. This particular group has been largely untouched.

They make policy about vocational education matters that they are not too well informed about. We feel that we need to work with this group to help them understand a great deal more about vocational education. Part of the leadership funds should be directed toward high-level leadership programs.

I believe the program Dr. Stevenson mentioned a few minutes ago included a related leadership program. That system has been pretty well discussed with other States, and we are getting a chance to disseminate this kind of information. It is a leadership function.

Mr. Chairman, I have summarized my presentation. I won't go through the formal presentation, but let me just say that the two issues of teacher education and leadership development are very important in terms of future legislation. We have had a lot of experience with both of these but we have had very little legislative experience with teacher education per se.

We can supply the evidence, I believe, that will support whatever needs this committee may have.

Chairman **Perkins**. Thank you very much. Dr. Bottoms.

Dr. **Bottoms**. Thank you, Mr. Chairman. I am very pleased to be here this morning. During the past 14 years I have been involved in the

State of Georgia in vocational education. In the several jobs I have had, one of my overriding concerns is how can we improve the process by which youth can go about making the transition from school into the world of work.

With greater knowledge you can have greater systems in formulating life goals and implementing those goals. I will start with a personal note.

Having grown up on the other side of the mountain from you and Mr. Ramey, and down in Congressman Landrum's district, I remem- about improving the guidance, exploration, and placement process in the cotton fields. We were laying by cotton in the red hills and, thanks to this committee and the Congress, you passed the NDEA Act in the late 1950's that made it possible for some of us to borrow money to go to school.

As a result of that I am here today. Without that I wouldn't be here. I think this is part of what I am talking about. How can we go about improving the guidance, exploration, and placement process in education so that a greater number of young people can make this transition.

I would like to review with you for just a moment what we have done in this regard as we look back on the past 15 years. We know that in the late 1950's and early 1960's, and I commend Congress for this, you placed priority on efforts to get at the talented youth.

We have done quite well. In the last 6 months I have employed five college graduates as secretaries. I have been unable to employ trained secretaries, but I have employed college graduates as secretaries.

Some colleagues of mine have recently looked at the testimony before Congress that deals with guidance, exploration and placement, and we discovered that in most of your legislation dealing with manpower, this is always made permissible for funding.

Mr. Chairman, that problem, the fact that it is permissible, is part of the problem. Down where I come from, we talk about an old principle of robbing Peter to pay Paul. When that is not the first priority of legislation and when there probably is not enough dollars to deal with the skill preparation phase, not many dollars are going into this process of helping youngsters learn about choices.

In 1971, 7 million vocational dollars were spent for the process of guidance, and that amounts to 33 cents per student in grades 7 through 12. I submit that this is not an adequate expenditure to make career guidance a national priority to build a system to assist youth to begin to identify with work and look at the alternatives available.

This is not limited to potential dropouts. The problem extends to those who are going on to college. Of those youngsters who took the college board exam last year, 75 percent of them indicated they didn't know why they were going to college and that their first and greatest need was for career counseling.

We place such an emphasis on college that it becomes the end rather than the means to an end. Down South we have a lot of folks who walk up and down expressways, many of these are young folks, which I think is part of the indication that we have locked our youths out of the adult world and made it impossible for youth from low economic levels to identify with work and become a part of our adult society.

The other point I would make here in terms of needs, in terms of making career guidance, exploration and placement a major thrust in this country, is that if you go to the Office of Education, you cannot find a person or an office that has that responsibility at the national level.

It seems to me this is important enough that this ought to be. What I would recommend in terms of new vocational legislation is vocational guidance, exploration, and placement, for in-school youth, grades 7 through 14, and for out-of-school youth and adults, be established as a national priority.

I believe this can best be done by making vocational guidance, exploration, and placement a separately funded title within the new vocational legislation. Certainly this title would require that the State and local plans for vocational education include a planning component pertaining to this aspect.

No longer would funds be deducted from the skill preparation phase but would be appropriated in addition. I think this separate title would serve to place this as a national priority.

There are a few things that this kind of title would help accomplish. Let me enumerate five or six briefly. I think it could result, in grades seven, eight, and nine, in an opportunity for junior high school kids to begin to try on occupational coats, to go out and meet adults in a variety of work roles, and to go into hospitals and manufacturing plants and on construction jobs to observe and talk to workers.

We have gotten so bad in some of our suburban areas, I tell my friends in the Southern Baptist Church, that we even have a separate church for our youth. We have so segregated our youth from adults that it is becoming almost impossible for them to relate to and identify with the kind of adult world we have today.

Nobody around this table would attempt to buy a new suit without trying it on, yet we have expected the youngsters of this country to make occupational choices without ever trying on any of the occupational coats to see which ones fit.

That is one thing, I think could be a result of this. Some of our work in some of our programs in our State at this level—I am just drawing on experience in terms of a black inner city junior high school—have indicated that youngsters we carried out into the world of work for 20 days, 20 different observation visits, who had an opportunity to talk with people from business executives right to the carpenter's helper, had greater confidence in their ability to deal with the adult world than those youngsters who had not participated.

It seems to me that this kind of program can certainly help to rekindle that kind of human spirit. Mr. Ramey said a moment ago that many of our folks are lost.

There is something else I think this program could do which would result in a concentrated effort at career planning and decisionmaking for youngsters in grades 11 and 12 considering postsecondary vocational education and for out-of-school youth and adults. Increasingly, it seems one responsibility the schools ought to have is to help every youngster have a tentative choice upon leaving school and a plan for implementing that choice.

No one attempts to build a house without a plan, yet we expect youngsters to build their lives without plans. In some of our schools we have offered as a kind of beginning course a career planning seminar for adults, and we find that a lot of adults will enroll in such a program for the purpose of figuring out what kind of occupation they want to pursue before enrolling in our school preparation phase.

The third kind of emphasis I think this program could result in would be in a job placement effort. In a recent study by the Office of Education two-thirds, of the high school seniors who planned to go to work said their schools had given them no help in locating a job upon leaving school.

I think it is time we said to the secondary schools of this country, "You have the same responsibility to assist youngsters to move from secondary schools to work as you have for those who move to college."

We have built an excellent system of moving from the secondary school system to college, but we have to develop a system to bring together the consumer and the producer and create a means by which the student and employers can come together.

If it hadn't been for an aunt of mine, Mr. Chairman, who carried me to Atlanta when I finished high school, got me a job, figured out how to get me a job and a place to live; I would never had made it.

School didn't help me in that particular choice. In addition, when a company today buys one of these new sophisticated computer systems, that computer company has to remain with that company for a period of time to adapt the system to that particular business.

We have some youngsters drop out who have not worked with their fathers on a farm because there are not that many small cotton farmers in north Georgia anymore, and these youngsters are going to need some help in adjusting to the world of work.

We have to build into this effort a followthrough system to help certain groups of youth adapt to the work setting.

The fourth kind of emphasis could very definitely be an outreach function. One of my first jobs in vocational education was to encourage students to enroll in the vocational programs.

I discovered that there is a group of youngsters that has been turned off by education. You can advertise in the papers and print brochures, but they don't show up. And if you enroll students once a year, they don't show up.

You have to go and knock on the doors. You have to find them. You have to convince them that you have designed the school to help them get a job. I am really talking about the kind of effort where we go out and find these youngsters who are unemployed and underemployed, bring them to the school, and help design a program for them.

They are not the kinds of youngsters to whom you can say, "If you will come back 3 months from now, you can enroll." You have got to enroll them the day they show up. That is the kind of program you have to have.

Certainly continued emphasis on career counseling would be needed. You can ask the question: "Where is this leading?" There are a lot of facts. They are in the paper if you want to see them.

I would simply say that a youngster can no more choose that which he knows nothing about than he can return from someplace he hasn't been. Until we build in our school systems a means through which our youth can identify and get a glimpse of that adult world and feel a part of it, we are going to continue to have both bright youngsters and youngsters not as bright, youngsters from all socioeconomic levels who are going to be turned off by the adult world.

We have to provide them an opportunity, particularly in grades 7 through 12, to identify with that adult world, and we are the only society in the world that, in the last 20 years, has changed to where we force youngsters to find an identity for themselves with other people their age, and then we wonder why they reject the adult working world.

I have identified in the paper some expected outcomes from this program. I will not take the time to go through those. In terms of how these funds might be used, I would recommend that they be used for staff development.

We may have to provide some opportunities for the existing school counselors of this country to go out and work to find out how the world works. We may have to provide opportunities to prepare some paraprofessionals such as the State of Florida has done.

They employ people to assist with this through job placement. The main criteria is that these people must have worked 5 years in the world of work. No college degree is required. It is a very successful program.

Considerable emphasis needs to be placed on materials and occupational information. You can walk into most school counselors' offices in this country and you will find both sides covered with college catalogs.

The only piece of occupational information is the Occupational Outlook handbook, and if you have ever read it, Mr. Chairman, and compared what is in that Outlook handbook, what it says about a Congressman's job, to what you actually do; you will find out how dead it is.

We need considerably more information about the world of work and the opportunities that are available. We need funds for program development. We need travel money. It seems to me it would have been impossible for me, growing up in the mountains of north Georgia, to understand what the job of a machinist would have been through a piece of printed material or a lecture.

You would have had to carry me to a company where machinists were to enable me to see it. It is going to take an all out effort to move students from the school site into the business and industry site to talk to these adult workers and spend some time there observing what they do.

How much money am I talking about? It seems to me that an expenditure of about $6 per student for all youngsters in grades 7 through 12, and adding those enrolled in postsecondary and adult vocational education could result in making this really a national priority.

I know that when you multiply that figure by the total amount of individuals I am talking about, it becomes a sizable amount of money.

I am trying to address the need that exists. I recognize in the Federal budget the emphasis is on balancing that budget.

Certainly this is a concern of all of us. I would hope, however, that in the new vocational legislation there could be a separate title on career guidance, exploration, and placement in which the Congress could say to this Nation, "We are making this a national priority to assist all youngsters in making a transition from school to the world of work."

It would seem to me that if we want enrollment in vocational education to increase at the same real dollar growth that is invested in that program, it is going to take this kind of career guidance and exploration program to do it.

Thank you, Mr. Chairman.

Chairman **Perkins**. Thank you very much, Dr. Bottoms.

Our next witness is Mr. Carroll Bennett.

Mr. **Bennett**. Mr. Chairman, it is a real honor for me to meet with your committee today as a representative of the postsecondary vocational educational programs in the United States.

I am certain that as you sit here in Washington you often wonder if your efforts in the past as reflected in the Vocational Act of 1963 and the Vocational Amendments of 1968 really bear fruit.

Let me assure you that in the State of Iowa and in the Des Moines area, where I am a vocational director in a community college, that we are convinced that these two acts have had great impact. Without them we would not have the number of programs we have available. Our young people and adults are experiencing successful employment as a result of their participation in these programs.

I don't wish to cite extensive statistics about the changes these two acts have brought. Suffice it to say, in 1963, in all of postsecondary public education in the State of Iowa, there were only about 10 programs where our young people could turn for specialized vocational preparation.

Today, I am proud to say, they have 200 different program options in the community colleges and vocational schools in our State.

One other statistic is interesting. There were, last year, about 272,000 people in our State that were involved in full-time or short-term vocational educational programs. That is almost 10 percent of the total population of our State.

Ten years ago, less than one-half of 1 percent were involved.

This increase in vocational enrollments is truly impressive, especially when you recognize that this system began 7 short years ago. We have had a sevenfold increase in enrollments, a sevenfold increase in 7 years. It was implemented because of the Vocational Act.

Right now we are enrolling approximately 16,500 full-time equivalency students in our adult education and preparatory programs in postsecondary vocational education.

I think there is another very interesting trend in our State. It ties in very closely with the testimony of the other gentlemen here this morning.

This is the percent of people who are choosing a vocational education program as opposed to the traditional college education route. Dr. Bottoms has expressed this point eloquently. Let me tell you how this has happened in Iowa.

Back in 1967, 69 percent of the people who were entering our junior colleges were selecting a college transfer option. Only about 22 percent, at that time, were selecting a vocational option, and we had only about 9 percent in adult education programs.

In fiscal 1973, that 69 percent that chose the college route had decreased to 28 percent—which probably is more realistic in terms of the number of jobs available through this option.

The number in vocational education has jumped from 22 percent of the total to almost half—48 percent of the youngsters in our postsecondary schools. The adult education enrollment growth is equally impressive. It is significant that much of the adult enrollment in this area is supplemental vocational students. The adult area increased from 9 to 24 percent, almost equal to the number the FTE generated in college transfer area.

It is obvious that this act has had a vast impact in providing opportunities for people to get into realistic postsecondary vocational education programs. In fact, we find that in 1971 our college transfer enrollment peaked in Iowa and since that time has been decreasing while the vocational enrollment has been increasing.

But I think the most important thing that I see as a director of vocational education are the students themselves. I think Mr. Ramey made that point very well this morning—that vocational education at the postsecondary level is serving people who probably would not have attended the school 10 years ago.

It is a particular thrill for me to sit at a graduation and observe the audience. I see parents sitting in that crowd who feel very ill at ease because they have probably never attended a graduation ceremony before.

I notice the looks of pride on their faces for their child. Frequently no one in the family has even advanced beyond a high school education. These parents now have children or family members graduating. It's rewarding to view the pride of these parents as they watch their sons and daughters graduate and enter the job market.

We are finding that many of the people that attend our occupational programs are people who have a great need for education. These are the same groups we discussed earlier this morning. We found just a year ago that about 40 percent of our students come from families that have less than a $7,500 family income.

We know that about 60 percent of our students work while they are in school because they have to. Many of them work at full-time jobs at night and go full time to school during the day to get this education. Many of them have families to support.

A large percentage of students live at home and commute. They do everything they can to decrease their total cost.

It is very satisfying for me to know that in the Des Moines community, and certainly in Iowa, it is almost impossible for one to walk the streets or have any contact without encountering some successful graduate of a community college program. In 7 years we have graduates everywhere.

I have discussed this at length in my prepared remarks. Permit me to illustrate in the health occupations area. If you go to the doctor's office, there is chance you would be greeted by one of our medical office assistant graduates. If you need some lab tests, probably one of our medical lab assistant graduates will do those tests for you.

If you were ill and need surgery, chances are very good that an operating room technology graduate will be standing at that operating table. In the recovery room the chances are excellent that you will be attended by a graduate of our nursing program.

When you get back to the hospital room, it's probable that one of our nurse's aide graduates will probably assist in the care for you. And, of course, if a person were injured in a highway accident the chances are excellent that 1 of the 300 graduates of our emergency medical technician program would be there. This list can go on and on indefinitely.

There is just no way I can adequately express to you the tremendous impact that has come about in the Des Moines area because vocational education was available at the community college level.

Our students have similar achievement records in placement as the others discussed this morning. In fact, about 91 percent of the people who graduate from our vocational programs each year accept employment immediately.

About 95 percent of them are employed in the occupation for which they are prepared. I think that often people question whether vocational education has relevance—is it really leading people into something meaningful? I believe that national statistics indicate that these programs are preparing students well for employment.

A question often arises about the scope of the Vocational Act. Some say that act is too narrow and that you are really limiting what graduates can achieve later.

That hasn't been our experience, Mr. Chairman. We find that only about 2 percent of the students that graduate from our vocational programs go on for further education the first year following graduation. I think most students who come into the postsecondary area want jobs and they want an education that is going to prepare them for a job.

I think perhaps later they may look at further education and continuing education. We know, that over the last 7 years, such has not been the case with our graduates. We have designed those programs so they are not set up to transfer to senior colleges.

We feel that creating a program that will transfer weakens in many cases.

This act has helped us to keep our youth in the State. In a rural State like Iowa this is important. We have long been known as a great exporter of people.

The Long Beach area in Los Angeles, where Dr. Barlow resides, has, I think, almost as many Iowans as it has Californians. A great deal of our outward migration has stopped. I think the excellent vocational programs in our community colleges are a factor in the change.

Only 5 percent of our graduates of our vocational programs left our State.

We know this proves there is employment in Iowa if you prepare people to do the jobs. Formerly we just didn't have the educational programs to prepare people to stay in our State.

There is no question in my mind that all of this would not have happened had it not been for these two Federal acts. We have a long history in vocational education needing someone to encourage the State and local governments to accept the fact that vocational education is important. I would urge you to maintain the identity of vocational education federally and to stimulate the State and local governmental agencies to provide those programs.

Although it is not a great percentage, obviously, nationwide in terms of the money spent for vocational education, I believe, if it were not there as an incentive much of this money would not be spent in our State.

I think our system in Iowa in the postsecondary systems generally have been successful because they have demonstrated that we can effectively prepare graduates for entrance and advancement.

We have given a second chance to many people who have been casualties of our traditional education system. And we don't have that high school education barrier in our schools. People can come in and if they want to enter a specific program they may.

I think we have a good record in the last few years of doing a better job of serving the target groups; the disadvantaged, the minorities. I think there are statistics to show that there are about twice the number of people in these groups that are enrolled in vocational programs as compared to their percentage in the total population.

Another area that is extremely important and one that needs a great deal of added emphasis is the area of supplemental programs to upgrade the employed worker. He frequently has some things he wants to do in redirecting his career. I believe the American Association of Community and Junior Colleges will testify later in terms of specific program options.

From my vantage point I have several suggestions that I would hope you would consider in any future legislation. The first of these deals with the basic intent of the law. I would hope there would be no basic change in the intent of the act of 1963 and the 1968 amendments.

Let me plead again for retaining vocational education as a categorical program in the Federal law. I feel that this has been a great strength to the program and has allowed us at the State level to do things that would not have otherwise been possible.

I would like to reemphasize Dr. Sevenson's and Mr. Nelson's comments concerning planning. In our State I see a real breakdown in comprehensive planning. Secondary schools don't talk to postsecondary schools and manpower programs frequently don't talk to other groups.

I think we are probably as well off, or perhaps better off than some States, but I think it is certainly possible, through Federal legislation, to encourage planning to make sure that something like the OTIS system does occur in a number of States. I think it is a very excellent model and one I wish our State would adopt.

I think there is overlap in vocational education in some cases. The real tragedy is the student who starts in a secondary vocational program and wants to go on to a postsecondary program. He frequently must repeat courses. The system creates many barriers to movement between levels that are not necessary at all. Better planning would take care of the problem.

Closely alined with this is an evaluation system. I think it has to be done on a State level, but it should also occur on some regional level.

A third thing I am very concerned about is the set aside in the present law for postsecondary education. At the present time I believe it is 15 percent. We know that in the future the demands for a postsecondary vocational education is going to increase.

In our State this isn't a great problem because we are already setting aside some 66 percent of the Federal money for postsecondary. But there are, I believe, 13 States, according to the U.S. Office of Education figures, that do not even spend the 15 percent set aside for postsecondary programs.

I submit that the need and demand for this is going to increase and I would hope the set aside provision would be increased. I am not certain of the proper percentage but I think the minimum would be 25 percent of the category.

I also feel that there is a need to combine adult and postsecondary into one category. Mr Burkett spoke to this point yesterday. We are having increasing difficulty in differentiating between just what is a postsecondary student and what is an adult student.

As programs expand and more and more of our students get involved in part-time programs, the difficulty will decrease—I think the economic situation has forced more such students to go to work while they take their education—we are finding an increasing demand for a student who wants to work and go to school part time. That doesn't fit with the traditional full-time program concept.

We have difficulty differentiating between an adult student and a full-time preparatory student. I would like to see those categories combined in some way so we could say that people above the secondary age group are vocational students. Perhaps that is something that could be considered in the law.

Obviously, funding is important. I think there is every indication from the statistics I have seen that there is going to be an increasing demand for specialized vocational educational programs.

In our own case we have a similar problem that Mr. Ramey expressed. This past year we turned away about 1,000 students who wanted to enter one of our programs. We just don't have the facilities or the manpower to accept these people.

And, I submit, this is something of which I am not proud. It is a tragedy when you have people asking for an education who cannot be accepted.

I would hope that there would be adequate funding to do this. We know that quality vocational education programs are not inexpensive. I think the whole concept of vocational educational funding at the Federal level has been to recognize this fact and to see that money is there to supplement what the States and local government agencies can do. We recognize it is going to cost a little more to do these programs, but the benefits from the programs are so great that it is a very, very wise expenditure.

I have one final concern. In Iowa recently we did a study of our population trends. In our State the birth rate is decreasing. As we look down the road 15 years we know that we are going to have fewer students in the age group that will be entering the work force as well as college.

This concerns me a great deal because of the increase in early retirements. The United Auto Workers, for example, now have a program of 30-year retirement.

Nationally, there is a lowering of the average age of retirement. Down the road I envision a smaller and smaller percentage of our people in the work force supporting more people. I submit that the practices we have been following in education which permit high dropout rates must be examined. We will need productive people in our work force in the future to support our total population.

I submit we should adopt the concept in education that industry has used for some time. It is called zero defects concept. It states that you just can't tolerate having defects in your product.

Educational production has had quite a few defects. If you look at our dropout rates, particularly with disadvantaged and minority students, that is just more defect than we can tolerate in the future.

I think one good answer to this is sound vocational programs. There is overwhelming evidence to prove that our programs are able to pick up the defects from other programs as well as prevent defects.

Finally, Mr. Chairman, I can't emphasize adequately that we feel the efforts of this committee and Congress have stimulated vocational education successfully.

We know there is a good deal yet to be done. We think we have a system that works and we have been responsive to the needs and ask for your continuing support.

I thank you very much.

Chairman PERKINS. Let me thank this distinguished panel for a most outstanding presentation. I know the full committee will be interested in reading all of your suggestions, because they have been most constructive.

I am hopeful that the Congress will follow most of your suggestions. I would like to take a few minutes to ask each of you at least one question and then I will have Mr. Radcliffe ask a few questions on behalf of Mr. Quie.

Mr. Nelson, you stated that California requires local planning based on local job-market data. Can local school districts find reliable local job information?

Mr. NELSON. Mr. Chairman, your qualified "reliable local job information" is something we are trying to further define. We are utilizing all the resources of our employment service. We have developed a pilot manpower system which is a five-government-agency effort to try to coordinate the activity and we think we have found a fairly successful pattern, particularly in the Los Angeles metropolitan area to obtain reliable job-market information.

Chairman PERKINS. Thank you very much.

Now, Dr. Stevenson, regarding your OTIS system, matching vocational education programs and manpower demands, do you also use that system for actual job placement of students?

Dr. STEVENSON. Yes, sir. As a matter of fact, as we contact our employers to get information, the same information is supplied locally under certain kinds of restrictions that it be used properly, so that those people who are running training programs know where the job openings are.

I guess there is a knowing where jobs are and informing students as to where those jobs may be available.

Chairman PERKINS. Mr. Ramey, I know something about your waiting list myself. I get letters from day to day; I send those letters down to you, and I try to beg you to make room for those students. I am likewise concerned about your statement of the inadequacy of the assistance for those children's needs.

Of course, the work-study appropriation has been very small for vocational education and, to my way of thinking, it is a disgraceful dereliction on the part of all of us in the Congress.

But, do you receive much money, if any, from the work-study program?

Mr. RAMEY. I don't know whether I got your question exactly.

Chairman PERKINS. Do you receive any money?

Mr. RAMEY. Yes, we receive some, but it is just a drop in the bucket, Congressman.

Chairman PERKINS. How much do you actually receive?

Mr. RAMEY. I think it is $10,000; something like that.

Chairman PERKINS. How much are your true needs?

Mr. RAMEY. That would be hard to answer. Maybe the figure I would give you would sound ridiculous but our students could use $100 or $150,000 or more. At the same time, this is not taking into consideration all these students that don't even start because they know they can't pay their way and probably they can't find money to stay in school.

This is the thing that is concerning me as much as the students we now have. You know the conditions as well as I do. We are not reaching a world of students. This last year the immediate area around our school graduated 2,000 high school students.

Out of that number less than half went to college or vocational schools. When you make surveys you find the majority are doing nothing. The reason they are doing nothing is there is no money to do anything.

Chairman PERKINS. The situation in Kentucky is quite different from the situation that exists in the Midwest and areas with greater resources, of course. In areas like Milwaukee, you have one of the best technical schools in the country.

When we were out there recently conducting hearings in the Twin City areas of Minneapolis and St. Paul and then in Milwaukee, we did not run into the problem of waiting lists and the inadequacy of support to the extent that you are detailing here this morning before this committee.

What sort of waiting list do you presently have at the area vocational school in Paintsville of people who want to go to technical school and cannot enter because of the inadequacy of the buildings and other facilities?

Mr. RAMEY. I haven't checked recently. I would say it is approximately 1,000. Of course, it stays around that number.

Chairman PERKINS. Do you have a waiting list of that nature in the area school in Ashland, Ky.?

Mr. **Ramey**. Yes, and Hazard. All those schools. You see, the people we have, in a way, make it a little different situation. I don't think we particularly need to sell vocational education to people in our area. They know what it is there for and they are sold on it.

The only problem is how do they get the training. How do they afford to go to school? When you have mothers who come in and actually beg and cry and say, "Is there some way you can find for this boy of mine to go to school?" we make every attempt that we know how to make.

Chairman **Perkins**. We have to take a good look at the schools in the Appalachian area and search for information to try to put a bill together that will solve a lot of these problems. That is what we have in mind.

Now, Dr. Barlow——

Mr. **Ramey**. I would like to add one thing, Congressman. This is a waste of manpower. A few years ago, with one of the vocational rehabilitation counselors, he took one of his clients and what they spent on training this individual. He paid back more in taxes in 3 years than it cost them to educate and train this boy.

It is just not good business.

Chairman **Perkins**. Yes, but it is hard to sell. I am very hopeful that we can make a plain and obvious case that we can sell it without difficulty next year.

Mr. **Ramey**. We have done wonders since 1963. There is no question about it, but we just haven't done enough.

Chairman **Perkins**. Dr. Barlow, what is the basis for those specific numbers of teachers and Federal fellowships for teachers in your testimony? I just want to know how you arrived at those numbers.

Dr. **Barlow**. In terms of the teachers we are simply using the past history of what the growth has been in the number of teachers and simply projected that into the future. There is no other basis on which to make that projection at the moment except simply the past history.

We have grown over the years in teacher education about 13.8 percent per year. This probably won't go on forever but in the immediate future we don't see any particular reason why it shouldn't increase because, we are suggesting that we provide this outreach program to move ahead to catch more students or get more students in the high schools, more students in postsecondary education and more of the adult students.

But, the only basis in doing that is the past history. In terms of the number of students, it is simply an out and cut guess. We tried the first 3 years with 216 leadership development award students.

The program has been very successful. I think the objectives that were set up, I find, we reached them and, as a matter of fact, exceeded them. If you take a particular case in the 18 awards I had at UCLA, we will ultimately graduate 24 doctors.

We get a bonus in a sense of causing this thing. I mentioned that this is a very, very small percentage, but there is no way of knowing what is the right percentage in this particular case and it is just a number. We have to simply estimate. We do not think it should exceed 400 people every 3 years.

Chairman **Perkins**. Now, Dr. Bottoms you placed great emphasis on job placement in your testimony. Would you recommend that high schools, area vocational schools and community colleges have placement offices in their buildings?

Dr. Bottoms. Yes, sir, I would advocate that the schools have placement offices and that they certainly work with other agencies that are also involved in placement; but we need to place the responsibility on educational institutions to assist each individual in making the transition from that school to his next step just as we have done for those who have moved from secondary schools to higher education.

Chairman Perkins. Thank you very much.

Dr. Bennett, I noted you emphasized the growth of enrollment, in your institution since the 1963 act, and the decline in the number of students transferring to colleges at your community colleges.

Do you believe that this trend is going to continue?

Mr. Bennett. Yes; it is a very definite trend, at least in our State. We see it continuing. I think Dr. Bottoms made the point very well earlier when he said he could find numerous college graduates who made application for secretarial positions but could find very few secretaries who had secretarial training.

I don't know how he came out on that. Maybe that is good preparation. I would submit maybe it is a underemployment of manpower. The trend is very obvious in our State.

Chairman Perkins. Mr. Radcliffe is now going to ask some questions for Mr. Quie.

Mr. Radcliffe. Thank you, Mr. Chairman. These have been excellent statements and I think will be of great value to the committee. There are just a few things I wanted to follow up on.

Mr. Ramey, I was wondering to what extent you have available other forms of Federal student assistance, the educational opportunity grants, insured loans, direct loans and whether or not, if you do have them, to what extent those are being helpful and fulfilling your needs as you described.

Mr. Ramey. Yes, sir, we have the student loans and basic opportunity grants but, for some reason, Mr. Radcliffe, it just doesn't seem there is enough money to go around. They are all helpful but it is just a small part here and a small part there.

Mr. Radcliffe. And you still have this huge gap you described both in terms of the needs of the students that you have in school and those that can't even be considered for admission because you don't have the financial——

Mr. Ramey. That is right. If we had facilities, and if we could make it possible for these people to go to school it would be unbelievable the number of students we would have.

Mr. Radcliffe. Let me ask you a question that we didn't really get into except in terms of your need for facilities. The act, as you well know, requires the States, in distributing the Federal funds, to take into account the needs of the localities and different populations within the States.

I must say, and I hope members present don't object to my saying this, my own observation has been that a number of States are not observing these requirements in the act, or at least not observing them very well.

Perhaps you wouldn't care to put yourself in a position of commenting on this, but to what extent in Kentucky do you feel there is a distribution of the Federal funds in accordance with the act and in accordance with your needs as compared with other areas of the State?

Mr. **Ramey.** Part of that answer, of course—I don't have any quarrel with the State distribution. There have been in the past matching between 4 and 5 to 1 with Federal funds. In the last legislature I think that has been raised 7 to 1.

They all have about the same needs. As I say, we just need more and other people need more too.

Mr. **Radcliffe.** I know eastern Kentucky is relatively economically worse off than most of the rest of the State. That is why I asked the question.

Mr. **Ramey.** That is right, the Appalachia area is considered a depressed area, which it is. I think, on the other hand, maybe we have fairly well equalized that. They have used the Appalachia funds to a great extent on buildings, so in a way, I am sure we have gotten more that western Kentucky has of the total.

Mr. **Radcliffe.** Turning to Mr. Nelson and Dr. Stevenson, you both described the planning processes. You called them different things. In Oklahoma, Dr. Stevenson, it is the OTIS system and Mr. Nelson has described a similar system.

I wonder, are these actually, as you understand them, aren't both of your State's similar systems producing about the same kinds of data and results because I think this planning process is perhaps the most critical area that we are dealing with, at least initially.

Second, from your knowledge of other States, to what extent have they utilized similar systems? What are the needs, in other words?

Dr. **Stevenson.** I might speak to the information part of your question and then get to the planning part. The OTIS system, or something similar to OTIS, is presently being done in about 10 or 12 States.

We have had some 35 States visit Oklahoma in order to take an indepth look at our system, in addition to the National Information Conference that I mentioned earlier. We are now beginning to realize that our manpower demand and even manpower supply doesn't stop at State lines.

In Oklahoma we have Portsmouth on the east and Wichita in the north, Bannister in the south. They all have manpower needs we haven't filled. Tennessee now has a project in which they are looking at regional manpower information systems, which would be an expansion of the OTIS system.

Also, they are now testing various methods of long-range projections of manpower needs in a resource project matching the BLA, the Bureau of Labor Statistics, matrix system of projection against our own firm survey system.

But I think the data being gathered by the States is going to be compatible to the extent that we are talking about at least certain types of occupations. We go down to actual job titles. We feel this is necessary in order to make program projection needs.

But it has been my experience that there is a lot of similarity between the various systems that are being developed. In Kentucky they call theirs KITES. Kansas calls theirs something else. But they are all very similar.

Mr. NELSON. I would indicate also, Mr. Radcliffe, that California representatives have visited in Oklahoma. I think, to a certain extent, the manpower information system that I referred to which I thought was fairly reliable in the Metropolitan Los Angeles area is very much similar to the OTIS system.

My comment and request for consideration of a planning thrust, the planning is for more than just the manpower part. I think the need to plan the educational programs is consistent with that information.

I think it is how we develop a total system of providing, if you will, at the grassroots level, hopefully, with an educational plan for every local school that would include vocational education as its part.

Mr. RADCLIFFE. How far away from it are you in California?

Mr. NELSON. The State of California is in its initial stages with the Department of Education developing a comprehensive education plan in every school district.

We are in the second year of this process, that is, for the total education program. We have staff now initially working in the San Diego area starting in a large school district a pilot program where we will have developed a comprehensive educational program plan, in a senior high school in this case, which would include a component of vocational education.

Hopefully, this will be part of a district plan and part of a county plan. We are most hopeful this might be the basis for what the State plan for vocational education would be.

When will it take place? I think it is 2 or 3 years away. I personally believe it depends upon some acceptance of a plan and thrust as a part of vocational education.

Dr. STEVENSON. There is also a necessity of not only providing the kinds of data and information people need but teaching people how to plan because the local school districts don't know how.

Mr. RADCLIFFE. Dr. Bottoms, you address yourself to this very critical area of vocational guidance counseling, the initial stages of occupational guidance and you mentioned that of the Federal funds expended there were only 2.3 percent for this purpose, about $7 million.

I have not had that information before. Do you have any idea of what is being spent in State and local funds for this purpose? Of course, nationally, if matching is about 5 to 1 it wouldn't come up to the level that you have suggested for this purpose. What is it, $6?

Dr. BOTTOMS. Yes.

Mr. RADCLIFFE. My point of reference would say it would be $72 million a year for this puropse, which doesn't seem unreasonable. Do you have any idea what the total is now?

Dr. BOTTOMS. No; I do not. I have those figures, but I do not have them with me and cannot recall them. In our State it has taken about $6 of Federal funds out of the vocational program to get the kind of program initiated we are talking about.

With that kind of basis we now have in 75 of our high schools a job placement office. Attached to the testimony this morning is an illustration of what has taken place in Rome, Ga., as described by employers and school people there.

Also attached to the testimony is an example of the kind of junior high exploration program where youngsters are going out into business and industry. I think I listed in the appendixes reactions of employers to having youngsters in their business, the kinds of sites these kids visit, and their parents' and their own reactions to the program.

We are, by no means, reaching all the students, but it is taking an investment of about $6 of Federal funds to redirect other State and local dollars in this effort. I do not have the exact ratio. It would run somewhere in the category of $5 to $1.

With the $6 we are putting in for each student, we are getting, in terms of State and local dollars, five or six times that amount.

Mr. RADCLIFFE. You are not talking about $6 per student total. You are talking about $6 in Federal funds.

Dr. BOTTOMS. Yes, it will take that to generate the other dollars.

Mr. RADCLIFFE. That is a much higher scale of magnitude in this area.

I have only one further question, Mr. Chairman. I hesitate to question at all my old friend Mel Barlow, who is the dean of professional educators, but in your reference to the emphasis in the Smith-Hughes Act on teacher education I simply wonder how much more specific we could get than we have in the 1963 act as amended.

When you have in the definition of vocational education itself in that act the training of persons engaged or preparing to become teachers in a vocational education program or preparing such teachers to meet the special needs of handicapped students, teachers, supervisors or directors of such teachers in such a training program, travel of students and vocational education personnel while engaged in a training program, all of this in reference to teacher preparation and then, of course, in addition, we have the Professional Education Development Act devoted exclusively to separate authorization for this purpose.

Dr. BARLOW. We can improve on what we have is the point here. It is true, and it seems to me we even have to go a little further and make a special emphasis, which is why we do detail some specific items on teacher education.

What actually happens in practice is funding isn't really directed into teacher education to the extent of the need and perhaps we need to emphasize the need a little more effectively in vocational education legislation.

We know we are in a kind of transition point. We are in a bind if we don't do something to help teachers. Then we are not going to get the quality of the program we have. Somehow I want to make that point very clear.

Possibly we can do so by maybe rewording some of our legislation or even directing certain resources directly toward this particular area. But it stands to reason we cannot achieve the goals we expect to have in vocational education unless we have teachers to back it up.

I suppose in part this may be because we spent a long time in this field and I feel very kindly toward it. But, on the other hand, I am pretty sure—my thought on the matter is you simply have to have good teachers.

Mr. RADCLIFFE. I certainly wasn't taking exception to your basic premise. In terms of trying to explore what more we might do in the act itself I was trying to explore.

Mr. Chairman, I want to thank you very much and thank the other members present for their indulgence in letting me ask there questions.

Chairman PERKINS. Mr. Meeds.

Mr. MEEDS. Thank you, Mr. Chairman.

I want to apologize to the panel for not being able to be here and read your prepared statements, but I will take them with me and read them because I consider the remarks of the gentlemen on this panel to be perhaps some of the most important testimony we will receive on vocational education.

I have had an opportunity to talk with counsel about some of the issues raised and to quickly look at parts of some of the statements. I am particularly struck by Mr. Bennett's statement wherein, on page 8, he talks about the set-aside for postsecondary education, suggesting that postsecondary and adults should be combined into one category and the minimum raised from 15 to 25 percent.

I have no factual background upon which to base the following observation and question, but let me state that it has been my observation that not only, as Mr. Bennett points out, is the expenditure per student in postsecondary vocational education nearly twice that of the secondary students, but that the increase in the percentage of students involved in postsecondary as opposed to secondary vocational education is substantially greater.

Would the gentlemen on the panel, any of them, agree with that basic premise?

Mr. BENNETT. Yes. I don't have the specific data that I used to write the summary statement but it is obvious in the last few years the growth area has been in postsecondary and that trend appears to be continuing.

Maybe Dr. Barlow could go further on that.

Dr. BARLOW. The growth rate in postsecondary has been greater than it has in any other area but the numbers of people involved are still small compared to the numbers we would like to expect in this particular area.

We have still another thing, Congressman Meeds. We have been struggling with trying to define this postsecondary and adult area and Project Base Line brought information to us. They didn't publish this but I have the information that there are about 28 different ways that the States define postsecondary and adult.

And, for the life of me, we couldn't find one way that could satisfy everything, so these are kind of intangible terms that we are dealing with. They are not very specific. We are thinking very much of the advisability of talking about preparatory and supplementary education as applying to postsecondary and adult.

The problem is just as simple as this: A student who is 18 and goes to a community college—is he an adult or a postsecondary education student? He is actually both. This is a big problem and has to be resolved somehow.

Mr. MEEDS. Let's even simplify it a little from that. Would it be possible to make a difference and draw a division between postsecondary and secondary at least for the moment, leaving out adult education?

Dr. **Barlow**. We can tell the difference between a high school student and one who is in somewhat another kind of institution. That is very easy to do. Then, my suggestion was, once he gets past high school let's talk about his preparing for employment or is he taking supplementary training.

We can do it in a whole variety of institutions; community college, institutes, area vocational schools, ad infinitum.

Mr. **Meads**. It seems to me I would certainly be in agreement with Mr. Bennett, even if he were to leave out the question of combining postsecondary and adult, insofar as I would think we need to increase the basic or minimal of 15 percent to at least 25 percent for postsecondary vocational education.

I am sure I will get a rise out of that.

Dr. **Burkett**. Congressman, at the present time I think the national average in Federal expenditure for postsecondary vocational education is better than 30 percent of an amount appropriated,-so if you go to 25 percent you are still under the national average, although there are many States that are below that. We realize that. I think that would be very fair.

Mr. **Meeds**. Indeed, Mr. Bennett points out that there are 13 States which are presently utilizing less than the basic or minimal set aside of 15 percent.

How do you suggest we present that, other than putting some starch in USOE?

Dr. **Barlow**. That is one way.

Mr. **Meeds**. That would be sufficient? I understand they are simply continuing to approve plans that clearly indicate they are not going to spend the minimal 15 percent for postsecondary education.

I really think you have your priorities in order, Mr. Bennett, when you are suggesting that this be done. I think this is one of the things which clearly this committee has to undertake a very serious study of and consider remedial action for the amendments.

Chairman **Perkins**. At this point, let me say to my distinguished colleague that when we get a true picture of a situation with a highly educated State, like the State of Washington, it is easy to say that we need 30, 40, or 50 percent set aside for postsecondary education, and maybe for the technical institutions as well.

But when you get down to my area of Kentucky you find people in these area schools and the satellite schools with only a 9th and 10th grade education. We have more high school graduates being admitted now, but about 50 percent of those graduates are going into an area school.

This is the reason we have to have area vocational schools there. We have to make certain we have something flexible that will serve the needs.

Mr. **Meeds**. I had in mind the chairman's comment when I said I was sure that would raise some question when I suggested that. I think members of the panel and Mr. Chairman, perhaps this is more a problem of defining postsecondary in a different way.

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I think the question is, is the person going to go on for an academic degree from high school after perhaps the eighth grade or the sophomore year in high school.

It may clearly be that funds which go into area vocational schools for some students could be well designated as postsecondary, even though the person has not completed secondary school.

I think this is probably the best way to handle that. I certainly wouldn't want to indicate to the chairman I am not aware of the problems that exist in various districts of the United States.

Chairman Perkins. I don't think we will have problems working all that out.

Mr. Meeds. Mr. Chairman and members of the panel, I am also very interested in the prepared statement of Mr. Stevenson and wish I could have been here to hear his testimony.

I am very interested in your OTIS program Mr. Stevenson, and would like to ask; Is this program operated under the control and supervision of the State Education Department or Vocational Education Department? Who is the manager of the OTIS system?

Dr. Stevenson. It originally was a research project run by the State university. After it became operational, after 2 years of operation, it was moved to the State department of vocational education and is in my direct area of responsibility, so I am directly responsible for the production of the OTIS report and the OTIS system.

We do have an advisory committee, a very strong advisory committee, which is made up of all of the agencies represented both as having the input and as using this OTIS data. And this committee keeps very close watch on the types of data that we gather as well as the accuracy of the data we gather.

So, while we run this system, it is closely supervised in an advisory manner by representatives of all the agencies of the State that are involved.

Mr. Meeds. How is your cooperation with the State Department of Employment Security?

Dr. Stevenson. It is excellent. It took a little working out at the beginning. This is one of the kinds of experimentation that you have to go through to find out how to work together. It is excellent.

Mr. Meeds. Are they really supplying you with the kinds of information that will allow you to match up training skills, or training in skills, which are actually in demand within the State?

Dr. Stevenson. Yes; they are. They supply data by job title and we relate that job title to the training program which matches our job title. Originally, they talked about groups of jobs, but if the information is really going to be used it has to be broken down to job title.

They now have learned how to do that for us.

Mr. Meeds. In effect, then, this constitutes kind of a computer job bank for the State of Oklahoma, does it not?

Dr. Stevenson. That is right.

Mr. Meeds. You are aware that under the Comprehensive Manpower Act we have given the Secretary discretionary authority, although I wanted to make it mandatory, that he or she develop a national computerized job bank.

Do you feel this is feasible?

Dr. STEVENSON. I think there is some basis for hoping that might eventually be practical to do. As I said, we are moving now toward a regional concept of this. I think it is essential that we learn how to do it at the State and regional level before we try to move too rapidly toward a national.

If you are really talking about supply and demand information based on job title, because this gets pretty specific, and we need specific kinds of planning data, we need to know what the Tulsa area needs when we plan programs for the Tulsa school system.

Mr. MEEDS. And you need to be able to make economic projections and other things that are very problematical. I recognize there are a lot of problems involved, but I continue to be convinced, as you stated if I heard you correctly, that you found that matching jobs and skills has become more than a State problem, and you find that because of the mobility of our work force and because of the varying demands of regions and even the national economy, that simply doing this on a State-by-State basis is really not adequate.

Dr. STEVENSON. First look at the local needs, then look at the State needs and then the regional needs. We have a pretty good handle on local and State but we are still struggling for regional.

Mr. MEEDS. Thank you, gentlemen. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Steiger.

Mr. STEIGER. Thank you, Mr. Chairman. I, too, would like to apologize for arriving late.

I have had a chance to quickly examine your statements. I must say I am impressed by what I read, though there are several questions I would like to pursue with you if I could.

Mr. Bennett, on pages 6 and 7 of your text, you discuss the basic intent of the act's language and then go on to say:

> I hope that you will retain categorical funding in any revisions of the law. There is no question in my mind that this principle has encouraged the States and localities to use vocational funds as Congress intended them. We would be fearful of a change in this approach.

I am a little bemused by your fear of change. I remember well the hearing in Des Moines on the Comprehensive Manpower Development Act with Dominick Daniels, Lloyd Meeds, Bill Shirley and I present. At that time it was suggested that if categorization became a reality all the programs would disappear. I am especially reminded of the extraordinary statement made by the Iowa State FFA chairman who made a very eloquent plea on behalf of retaining the category for Vocational Agriculture.

Thus, my question is: Why are you fearful of decategorization? And, also, what has the experience been in the Des Moines area community college and in Iowa in general as a result of the decategorization actions taken in 1968?

Mr. BENNETT. I have to agree with some of what you said. Also, if your memory is good, you did get an excellent presentation from the Iowa Vocational Association in Des Moines about 3 years ago.

I believe the same question came up about that time so I do look at this as a continuance of our discussion of 3 years ago. I think we have that basic difference of opinion about perhaps what categorical funding does involve.

I guess, in my thinking, based on another 3 years down the road that some of the fears about decategorizing specific programs like agriculture were probably ill-founded and I would concede that to you.

I think, at the same time, I still have a very basic concern that if we do not, in some way at the Federal level, say that these funds are intended for vocational education and then define vocational education perhaps the same way—and I feel comfortable with the definition in the current law—that unless this is done based on some past experience I have had, I do think funds do get diverted away from that general purpose.

Mr. STEIGER. That is a very different question. However, let's examine the issues involved. As you know, I have introduced a bill that would combine the funding for subsections (d) through (h) into a unified spending plan.

Would this concept concern you as well?

Mr. BENNETT. No. I would agree with you. My concern is more having funding go in in a general sort of way and hoping the States will, in their wisdom, see a portion of that go for vocational education.

If there is a clear intent in the law that says this money should be used for vocational education, obviously, within each State the priorities would be somewhat different in that broad category and I think there should be some flexibility there.

Mr. STEIGER. Do you agree with Dr. Bottoms that we should establish a new category for vocational guidance, exploration, and placement?

Mr. BENNETT. I haven't, frankly, thought it through as a category. I don't think there is any doubt of the need that Dr. Bottoms has expressed this morning. I guess I would hesitate to answer the question because I just haven't thought it through far enough to know where I would stand on it. The need is obviously there.

Mr. STEIGER. It looks as though we will have a chance to continue the discussions we began 3 years ago. I am delighted to see you again and it is truly a pleasure to have you with us today.

Dr. Bottoms, if you might bear with me, I have a clarifying question or two. I must admit I am a bit confused by the distinction you have drawn between career education as a concept and your categorization within vocational education of vocational guidance, exploration and placement.

Would you help me to clarify that issue if you feel it needs clarification?

Dr. BOTTOMS. Congressman, one of the difficulties in terms of your question is deciding, when you ask the question in terms of career education, how to respond in terms of the definitions that seem to have emerged.

What I am addressing here is that vocational education has been that aspect of education that has been concerned with the preparation of individuals for their life's work. Along with that, vocational education has historically been concerned with helping individuals to consider, learn about and make decisions about that life's work.

So, in the context here we have had in this country historically a vocational guidance emphasis. It is a very old concept. We have looked at it in terms of priorities on several occasions. There has never really been a systematic effort to implement the concept.

Probably we are at a time in the development of our society in which there are several needs to help individuals identify with the world of work. Many youth, particularly those in our urban centers, do not have contact with adult workers that is needed for them to begin to see themselves in an adult work role.

What I am talking about here is, in part, a part of the concept of career education that is talked about across the country. Here I am concerned with that kind of organized effort in the schools, particularly beginning around grade seven, that is designed to help the individual student begin to look at his abilities, interests, and values, in order to relate these to a variety of adult work roles. Thus, they will begin to see how that avenue, through the school system, relates to many different work roles.

My experience has been that the potential dropout, the non-college-bound youngsters, often cannot see avenues through the schools to the next step. Even with many community college youngsters, college is an end rather than a means for some tentative goal.

I contend that probably in terms of choosing the kinds of objectives I am talking about, they are more difficult to achieve than teaching math and communication skills. It is now time to look at how we build into the curriculum a mechanism in which we bring youngsters into contact with the adult world, with adult workers. Certainly, the concepts I am talking about are a part of the career education movement.

However, it seems to me that these concepts are important. As youngsters in junior high schools look at the alternatives available, it has been my experience that as they demand a different kind of curriculum in the secondary schools, local communities begin to expand their vocational programs.

This is certainly tied to the vocational effort. I am not sure I have completely addressed your question. I will be glad to go further.

Mr. STEIGER. As you know, in the Vocational Education Amendments of 1972, we provide a title which was designated, I believe, Occupational Education." Are you saying, in effect, that as we begin to consider new legislation we ought to tie together more precisely occupational, career and vocational education?

Also, are you saying that guidance and exploration are, in fact, tools designed to help explore the world of work without specifically tying a child to a job?

Dr. BOTTOMS. Let me just say in my own mind we are talking about what the vocational legislation did in the several aspects of career development. Now one part of an individual's career development is acquiring job skills.

Another part of that is learning enough about himself that he can begin to make some tentative career choices and to implement those choices. As I view vocational guidance, exploration and placement, it is to address these career tasks.

Mr. STEIGER. Would it also be fair to assume that this task need not be tied directly to vocational education? Your job as director of the division of program and staff development of the Georgia State Department of Education is an appropriate vehicle, is it not, to pursue that concept without necessarily tying it directly to the vocational education division of the Department of Education?

Dr. Bottoms. I have an unusual kind of job in which I report to two bosses; the associate superintendent for vocational education and the assistant superintendent for instruction. My division was set up to bridge these two.

My experiences have over the past 14 years given me some insight in the area. I was trained as a general educator. I worked for 12 years in vocational education. If we are serious about getting this kind of career development thrust in our educational system, the leadership will have to come from vocational education. It will not come from general education. That is my experience and it probably reflects my biases, but that is one man's opinion.

Mr. Steiger. I cannot disagree with you on that point. I must admit I have generally found that educators who do not have an understanding of and a sensitivity to the world of work in vocational education have done, by and large, a comparatively poor job in giving attention to that necessary aspect of the curriculum.

Mr. Nelson. On page 3 of your statement you address the need for new vocational education legislation and say that we might, and I quote, "enable all State boards for vocational education to initiate and conduct a comprehensive program of planning for all program services authorized under the new legislation."

Then you go on to say you would hope that a planning group for vocational education assured of 3-year financial support, would facilitate the advancement of growth, quality and effectiveness in vocational education.

Are we deficient in the existing 1963 act as amended by the 1968 amendments in this regard, and if so, specifically how?

Mr. Nelson. I think the 1963 act and the amendments could be strengthened considerably regarding what I call a priority thrust for planning in much more detail in the act and in the rules and regulations. It delineates very specifically what should be in a State plan for vocational education.

The extent to which this is, in essence, a planning document which is, in fact, used as a basis for planning programs of vocational education in a State, in my judgment, is questionable.

Whether this be the fault of the legislation, the fault of the rules and regulations, or the fault of the way State plans of vocational education are developed, I think is open for dialog and discussion.

However, my premise is that a planning thrust is needed in county, State, and local educational planning. The planning that takes place within the State, and hopefully, the planning that takes place within the individual school district will find its way up through the county or intermediate level into the State level and then, in fact, be a part of a comprehensive plan for vocational education in that State.

I don't think that those kinds of details, at least in the wording under the area of a plan for a local educational system, are spelled out in that detail.

Mr. Steiger. As you know, the 1968 amendments in section 123, subsection (4) of the State planning section sets forth a long-range plan, or where appropriate, a supplement to our revision of a previously submitted long-range plan for vocational education in the State, which program plan has been prepared in consultation with the State advisory council, extends over 3 years, et cetera.

Is it your judgment that this language is not sufficient in terms of the specific guidance required for that purpose?

Mr. NELSON. I suggest it be strengthened with an identity perhaps within the general provisions of the act, that there, in fact, be an identified funding for the planning activity. In many cases, and this was discussed yesterday, the State plan for vocational education is construed as a legal document for the receipt of vocational education funds.

I think it was the intent of the amendment to make it more than a legal document to receive Federal funds. And, section (2) of the State plan was an attempt for States to identify goals and objectives which they could then be accountable for.

But I must say, as far as the State of California is concerned, we have not reached that level with our State plan and we are trying to go further and beyond by implementing this planning system within the State that I have outlined in the material.

Mr. STEIGER. I'd prefer not to go into it at this time because I have not had the time to review it carefully. However, I believe you are absolutely correct. I think the Congress intended the State plan to be a document for the purpose of developing a planning mechanism within that State.

Perhaps our problem at this point is the same one as the 15 percent in which the Office of Education is approving plans which clearly do not meet the criteria of the law. And, if so, maybe we are subverting what was intended, by virtue of what the Office of Education is not doing rather than what it should be doing.

If that be the case, then I believe the committee has a responsibility to pursue this matter. I'd be especially grateful if you would be willing, when time permits, to send the committee an analysis of exactly what you think we can do to make this more meaningful in terms of planning.

Mr. NELSON. I would be most pleased to do that.

Mr. STEIGER. I would be grateful for that. I believe all of us on the committee would be grateful.

One last question, Mr. Chairman. You have been very patient.

Could each of you on the panel, to the extent that you can, give the committee your evaluation of the relationship between vocational education within each of your States and the Comprehensive Employment and Training Act?

What has happened since CETA went into effect? What is the effect of the 5-percent money that is provided for vocational education? Perhaps Carl Perkins asked this question already, and if so, I apologize.

Mr. BOTTOMS. I really have no comments.

Mr. NELSON. I would like to make many comments about this and time does not permit. I happen to have the responsibility within the department of education for the MDTA program and the implementation of the Comprehensive Employment and Training Act, section 112, that provides the money for needed vocational education services.

I think perhaps this responsibility has further biased my opinion and perhaps it is an unreasonable request that a national priority be on planning for vocational education. As I sit as a member of the executive board of the mayor's committee for planning in San Diego, which is the prime sponsor for the city and county of San Diego, and see this juggling going on within that planning committee as they are trying to implement CETA involving the various educational agencies, both public and private, involving the various interested groups who have been funded directly from Washington through various Federal sources, the need for planning becomes so apparent.

California is most concerned about the rules and regulations pertaining to CETA as regarding the use of the 5-percent money for needed vocational education services.

It was quite evident to us the intent of Congress by the words that these funds were to be expended only for "needed vocational educational services." Yet, the June 4 rules and regulations by the Department of Labor indicated and made it permissible, as we understand, that these funds for "needed vocational education services" could be made available for the payment of allowances to clients of CETA.

We have felt so strongly about this in the State of California that the State board of education has adopted, as far as the use of the 5-percent money, that the funds shall be used for educational services, educational programs, and educational activities.

We have got a lot to learn about CETA and its implementation. I think it is a planning relationship between the leadership primarily in vocational education working with elected officials in prime sponsor areas.

That is my comment regarding CETA.

Dr. **Stevenson**. We have been working with a number of cities on planning their objectives as they relate to the educational programs and fortunately, we do have fairly close connections with those cities and the power structures in those cities, so it has been very fortunate in that we have been able to at least consult with those people as they plan their programs relating to CETA.

But, it is a new kind of experience for us, one which is probably going to be very good for us to work with new kinds of identities and to try to orient them to where their needs really are.

I guess we now have become recognized as the agency that can do skill training for occupations in Oklahoma. It took some people a while to even come around to that conclusion, but I think it is interesting and probably is going to be educational too.

Mr. **Ramey**. I don't know whether I have any definite conclusions yet or not. I want to wait and see how this thing is going to work. Of course, I feel vocational education should be given this responsibility entirely and maybe we shouldn't.

As far as I am concerned, I would rather wait and see just how it is going to come out on this.

Mr. **Bennett**. In Des Moines we have, for the last 3 years, operated the only skill center in the State. The relationship, other than changing the prime sponsors, we anticipate will remain somewhat the same.

Our prime sponsor now covers an eight-county area in central Iowa as opposed to working with the entire State as we did previously with the full-time skill center. I think there are some obvious problems related perhaps to just having the new procedure to follow and, as of this moment, we still don't have a contract but tomorrow morning at 11 o'clock we will be moving very quickly to get this done because our current contract expires on September 30.

I think it is more just a matter of working out our planning mechanism within the area. It is working out very well, and has for several years.

Dr. BARLOW. Mr. Nelson has spoken for California, Congressman. Let me say only in addition that the two of us working very closely together and knowing full well that prime sponsors are going to have educational problems as they have developed, the unit known as the CETA educational services center, which will stand ready to help prime sponsors with educational problems is so new that we scarcely have a history.

I can't report very much, but we do know that prime sponsors need to have some opportunity, some place that will consider their education problems and we will simply do that.

Mr. STEIGER. Through the University of California?

Dr. BARLOW. It happens to be located at UCLA at the moment, but it is statewide in its operation.

Mr. STEIGER. It is fascinating.

Dr. BARLOW. It certainly is. We are excited about it.

Mr. STEIGER. Again, if it wouldn't be an imposition, could you give the committee a progress report at some point?

Dr. BARLOW. We will send a report to your committee.

Mr. STEIGER. I think that would be very helpful.

Thank you, Mr. Chairman.

Chairman PERKINS. Any further questions?

Let me compliment the entire panel for your appearance here today. You have been most helpful to the committee and I think we have begun to lay a foundation for a bill that we expect to report next year which will improve vocational education as a whole.

Again, let me thank you all. I appreciate your appearance.

The committee will adjourn, subject to the call of the Chair.

[Whereupon, at 11:35 a.m. the subcommittee adjourned, subject to the call of the Chair.]

VOCATIONAL EDUCATION AMENDMENTS OF 1974

TUESDAY, AUGUST 13, 1974

House of Representatives,
General Subcommittee on Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m. pursuant to recess, in room 2175, Rayburn House Office Building, Washington, D.C., Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Meeds, Lehman, Quie, Bell, and Steiger.

Staff present: Jack Jennings, counsel; Eydie Gaskins, special assistant; Toni Painter, staff assistant and Charles W. Radcliffe, minority counsel.

Chairman **Perkins**. The committee will come to order. A quorum is present.

Let me take this opportunity to welcome all of you distinguished educators of the American Association of Community and Junior Colleges before the committee. We hope to have a greatly expanded vocational education program next year and we need your cooperation and support.

With me here is one of the distinguished vocational education leaders in the U.S. Congress, Mr. Lloyd Meeds. And, we have testifying before us today, one of his good friends from the State of Washington and I think Mr. Meeds may want to make a statement at this time.

Mr. **Meeds**. Thank you, Mr. Chairman.

I would like, first of all, to join the chairman in welcoming the representatives of the American Association of Community and Junior Colleges before the committee this morning. In the area of vocational, technical, and occupational education, it seems to me that you gentlemen are right where the action is.

All of our indications are that the increase in vocational and technical education is occurring predominantly at the postsecondary level, so we recognize that you are really in the vortex. We appreciate and, I am sure, will pay great heed and attention in shaping the legislation to your testimony.

Mr. Chairman, I would also like to take this opportunity to introduce to the committee my friend and the representative in this group from the State of Washington, Mr. John Mundt. Actually, Mr. Chairman, Mr. Mundt has had four distinguished careers, two of them sequentially and two of them contemporaneously.

He started as a lawyer and was in a successful law practice in New York City. He then served as a vice president for one of our major cement companies in the United States and lived in Latin America for some time in that role, returning to become director of our community college board in the State of Washington. At the same time—and these are the two, educator and statesman, which are the contemporaneous careers—he is presently serving as president of our community college board and as Ambassador representing the United States on the Interoceanic Canal Negotiation Board in the Panama Canal negotiations.

So we have lawyer, business executive, educator, diplomat, ambassador and we are very proud of John Mundt out our way.

John, good to see you here.

Chairman PERKINS. Thank you very much, Mr. Meeds.

Our first witness is Dr. Peter Masiko, president of Miami-Dade County Community College, Miami, Fla. and chairman of the American Association of Community and Junior Colleges.

Perhaps we should hear the entire panel before we ask questions. Is that OK with you?

STATEMENT OF DR. PETER MASIKO, PRESIDENT, MIAMI-DADE COMMUNITY COLLEGE; AND CHAIRMAN, BOARD OF DIRECTORS, AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

Dr. MASIKO. We are prepared to proceed on that basis.

Chairman PERKINS. Go ahead, Dr. Masiko.

Dr. MASIKO. Thank you, Mr. Chairman.

Mr. Chairman and members of the committee, I am Peter Masiko, president of Miami-Dade Community College and chairman of the Board of Directors of the American Association of Community and Junior Colleges. With me are distinguished representatives of the community and junior college movement who will participate in our presentation. I will list them in the order in which they will make their presentation: Dr. J. Harry Smith, on my extreme right here, is president of Essex County, N.J., Community College and next on my immediate right is Dr. John F. Grede, vice chancellor, career and manpower programs, City Colleges of Chicago and chairman of the National Council of Occupational Education, and he will be followed by the man on my left, Mr. Dale Ensign, vice president of the Husky Oil Co., former president of the Association of Community College Trustees and former chairman of the Wyoming Advisory Board for Vocational Education and presently a member of the AACJC Board of Directors. The final man, on the extreme left, the man just introduced, the distinguished Ambassador, John Mundt, who is director of the Washington State Board for Community College Education.

We welcome the opportunity to appear before the subcommittee and thank you for the invitation. Before proceeding I want to compliment you for holding hearings as well outside Washington. We believe this can be helpful in your deliberations.

With your permission we will enter our statements in the record. I will then make a brief oral presentation summarizing our concerns and recommendations, emphasizing a few major considerations. The other panel members will briefly comment on specific areas of concern.

Before presenting our observations, concerns, and recommendations, I would like to explain the strong interest our association has in vocational education.

BACKGROUND

The American Association of Community and Junior Colleges represents over 950 community, junior, and technical colleges throughout the Nation. Approximately 1,140 community colleges, junior colleges, technical institutes and centers offer educational training to over approximately 3 million students. For more than a decade the community college movement has been the most rapidly growing major segment of education in America.

In 1973, 44 percent of all community college students initially enrolled in occupational education programs. This percentage contrasts significantly with the mere 13 percent who were enrolled in similar programs in 1965, less than 10 years ago. In many States—Massachusetts, California, New York, Illinois, to name a few—at least half of all initial enrollments in 1973 were in occupational programs. Students are enrolled in hundreds of different occupational education programs, ranging from short term skill training programs to sophisticated associate degree programs in new technologies and the health sciences. Special counseling services, learning laboratories, developmental programs and cooperative relations with business and industry support these programs.

Dr. Edmund J. Gleazer, Jr., president of AACJC, has commented recently on future directions for community colleges in his publication "After the Boom—What Now for the Community Colleges?" He calls upon community colleges to be community-based, performance-oriented institutions.

He states:

> Target populations will include a large proportion of personnel not previously found in postsecondary education. These will include persons who have been unable to continue post-high school education: Adults unemployed or in jobs that are obsolete, the hard-core unemployed, women in the community including young mothers with children at home, senior citizens. The effects of serving these populations will include a rising age level, higher proportion of students from lower socioeconomic levels and larger numbers of "part-time" students.

As Dr. Gleazer's statement indicates, community colleges are strengthening their resolve to serve community needs through analyzing these needs and providing programs which effectively meet needs so identified. As a result, the scope of community college programs and services is increasingly expanding beyond the traditional group of young people just out of high school to include the entire community.

Not at all parenthetically I would like to offer the view that the postsecondary level of vocational education has increased in importance since 1968 and is likely to continue to do so. Among the reasons for this may be cited the declining birthrate, accompanied by a decrease in the percentage of population under the age of 18, the increasing number of occupational changes in an individual's lifetime, the occupational needs of younger retired persons and vigorous older citizens, and the number of adult women entering the labor force.

Additionally, a number of Federal and State regulations have given impetus to the need for postsecondary, adult level, occupational training. Factors such as the increase in the minimum wage rate and coverage, minimum age for licensure in certain occupations and the regulations under the Occupational Safety and Health Act, to name a few, favor the hiring of adult workers.

Another point to bear in mind is that training beyond high school is needed for an ever-increasing percentage of available jobs, not only to qualify for work at an entry-level, but, as importantly, for job mobility as well as upgrading and promotional opportunities within a given occupation.

Compared with single-purpose post-secondary vocational schools, the community colleges offer their students the combination of training and credit which promote educational and job mobility. Thus training undertaken at one stage in a worker's life can be built upon for further training or education, increasing his options in career development.

Such training options can include short-term programs for entry into specific occupations, to which further training can be added at a later time. The options can also include paraprofessional training in critical service industries, technologies and other areas of national priority, which provide the student with background for baccalaureate degree work if this should later be deemed appropriate.

We believe community colleges have been and will increasingly continue to be concerned and aggressively involved in responding to the occupational education needs of all people in their communities.

COMMENTS ON IMPLEMENTATION OF VOCATIONAL EDUCATION AMENDMENTS OF 1968

The American Association of Community and Junior Colleges again commends this subcommittee and its distinguished chairman, Congressman Carl Perkins, for the very significant improvements to the Vocational Education Act of 1963 which were provided in the amendments of 1968. Most college administrators and occupational staff people have welcomed and appreciated the substantial advancements made possible by Congress in the Vocational Education Amendments of 1968.

In my view specific improvements have included:

Under the amendments, community colleges, junior colleges, and technical institutes experienced improvements in the flow of money for the occupational education preparation of persons of postsecondary age.

The 15-percent set-aside under part B made it mandatory to spend at least a minimum proportion of VEA funds on those persons no longer of high school age. In many States this minimum has been met and exceeded.

The National Advisory Council on Vocational Education was given new responsibilities for oversight of the new educational provisions, although the required annual report on overlaps and duplication has only been done once.

State plans for vocational education have been developed in all States. In many States these plans have reflected more adequately the concerns of all persons interested in a comprehensive system of vocational education and many included community colleges.

In many States the State advisory councils established pursuant to the 1968 amendments include effect representation from community colleges and other postsecondary institutions.

It should be added that under the Higher Education Amendments of 1972 community colleges and postsecondary occupational education have received new recognition as important components in the total vocational education delivery system. This has been welcomed by the community colleges and is strongly supported today.

Finally, we have been pleased to note many new experiments in cooperative planning and programing among different types of institutions concerned with the efficient and effective development of vocational education systems.

PROBLEM AREAS AND CONCERNS

Now, having said these things, I now turn to some problem areas and concerns. Despite these promising developments, several problem areas remain which we would like to bring to the attention of the committee.

I. PROBLEM AREA STATE ADMINISTRATION OF POSTSECONDARY OCCUPATIONAL EDUCATION

The 1968 amendments established minimum set-asides to give needed emphasis to postsecondary occupational education, following a direct suggestion of the National Advisory Council. The amendments also created State advisory councils and required that their members include representatives of postsecondary occupational education. Hearings were mandated and appeal and review procedures were established.

Further, the amendments provided other mechanisms to improve State planning and program administration, to avoid program duplication, and promote cooperation and stimulate equitable funding distribution.

A few months ago AACJC surveyed State directors of community colleges on experience with the Vocational Education Act in their State. These comments are based on responses from 35 States, as well as a great variety of other sources.

SET-ASIDES

While the 1968 admendments stipulated that not less than 15 percent of part B vocational education funds must be used at the postsecondary level, it appears that in many States the 15 percent is viewed as a maximum rather than a minimum, and in 10 States less than 15 percent has been directed to postsecondary occupation education.

According to Office of Education reports in the following States less than 15 percent went to the postsecondary level in 1972:

	Percent		Percent
Alabama	14.7	Ohio	14.7
Alaska	12.2	Rhode Island	11.0
Connecticut	13.8	South Carolina	11.4
New Hampshire	13.0	Vermont	14.5
New Jersey	13.3	Puerto Rico	11.9
New York	11.6		

According to the same report, in the following States postsecondary vocational education funds range between 15.0 percent and 18.0 percent:

	Percent		Percent
Illinois	17.6	Nevada	16.0
Indiana	15.4	Oklahoma	16.9
Maryland	15.2	Pennsylvania	17.9
Missouri	18.0	West Virginia	15.6

POSTSECONDARY FUNDS IN OTHER TITLES OF THE VOCATIONAL EDUCATION ACT

Since the set-aside for postsecondary relates only to part B funds, the record of allocation of funds from other parts has been very spotty. Many States report that the State agency will not allocate funds under other parts to postsecondary education.

According to reports in AACJC's survey of State directors, the aveage postsecondary percentages in the 21 States completing this part of the form are:

	Percent		Percent
Part B	20	Part G	10
Part C	15	Part H	7
Part D	7	Handicapped	13
Part F	7	Disadvantaged	14

We would recommend that Congress consider using set-asides in all parts of the legislation to give postsecondary schools equitable access to research and demonstration and the other special purposes of the Vocational Education Act.

RESPONSIVENESS OF STATE VOCATIONAL EDUCATION AGENCY

The Vocational Education Act requires that State funds be administered through a "sole State agency."

In our survey we found that six States have arrangements through which a postsecondary agency is involved in the administration of programs at that level. In the other 29 States reporting administration rests with the State vocational education agency with varying results.

Eleven States reported that there was no system, formal or informal, for coordination between the State vocational education agency and the State community college agency. Twenty-two States reported that they have some "system" of coordination, either mandatory or voluntary.

Such variations in State administration help explain the different postsecondary experiences in the States, from favorable to extremely difficult. Our concern is with those situations where postsecondary schools and/or community colleges are denied their rightful access to vocational education funds.

In some States relationships between State community college agencies and State vocational education agencies are strained or nonexistent, as the following quote will indicate:

> Sole State agency systems are fine if they do not demonstrate bias toward the secondary sector. We are still viewed by the area vocational school administrators and some State vocational education staff as upstarts. There is an adversary relationship in many areas of the State.

In our survey we asked the State directors of community colleges if they or individual community colleges in their States participated in vocational education planning. We found that in 11 States community college personnel do not participate. Plans are developed for them by the State vocational education agency, with their input not invited, or in some cases, their requests for participation denied. Six of these States are large urban States with active community college or other postsecondary systems.

In other States there is the problem of competition between area vocational schools and community colleges, fostering duplication and precluding effective student articulation between institutions and creating gaps in services to persons in need of occupational education.

Our full statement provides some detail on this problem, which has the result in some States of blocking community colleges from access to Federal vocational education funds in whole or in part.

As we see it, the basic problem in many States seems to rest with attitudes in the State vocational education agencies whose leaders' primary experience and outlook is in secondary level vocational education.

An October 1973 newsletter from the American Vocational Association states the problem very succinctly:

> Although vocational education is for all people, it has been too often indentified as a program primarily for preparing secondary school level students for entry level employment.
>
> Within the education system there are conflicts, mistrusts and power struggles between second and higher education institutions. Congress should address itself to this problem.

Some of our survey respondents gave unsolicited comments about another problem they experience with their vocational education agencies, that of excessive regulation of their activities. One commentator says:

> The State Board of Vocational and Technical Education * * * provides approximately eight cents on the dollar in categorical aid, then attempts to dictate the spending of the whole dollar through prescribing all manner of standards, certification requirements, reports and the like, with the effect that the categorical tail wags the institutional dog.

Another concludes, "These funds should be given to the State Board of Community Colleges for distribution and control."

STATE ADVISORY COUNCILS

The Vocational Education Act mandates that these councils have at least one representative from postsecondary education, including community colleges, and according to our survey all but one State does have one or more such representative. However, many—10 from our survey—States do not believe that community college views are adequately represented on the councils.

Another problem seems to be with the effectiveness of the State advisory councils. In our survey 13 State directors declared that they regarded the councils as ineffective in general, or particularly as to their responsiveness to post-secondary occupational education concerns. We would recommend that the Congress require that more than one representative from community college postsecondary occupational education sit on each State advisory council.

APPEAL AND REVIEW PROCEDURES

Our survey respondents reported little involvement with appeals of State plans, but we believe that an effective appeal procedure should be provided in the legislation.

The public hearings on State plans which were mandated by the 1968 amendments are unfortunately rather ineffective, it would appear from our survey reports. Many viewed them as "rubberstamp" exercises which had little impact on the State plan. Others believed that the postsecondary spokesmen have no impact at the hearings and are not able to influence the State plan.

II. PROBLEM AREA: RELEVANT VOCATIONAL EDUCATION EMPHASIS

This area of concern relates to the appropriateness of funding priorities in terms of tomorrow's employment needs. The Vocational Education Act of 1963 and the 1968 amendments significantly broadened the traditional agriculture, trades and industry, and home economics emphasis of earlier vocational education legislation, establishing new priorities which emphasized contemporary and future job demands and training needs.

However, it appears to us that certain new priorities need to be established while other priorities need reemphasis. Let me illustrate our concern:

1. The need for vocational education and guidance for older citizens has frequently gone unrecognized. The mid-career unemployed and underemployed and early retirees are two prominent examples.
2. Many newer, high-demand occupational groups, for example, health-related, service-related and newer technologies, have received inadequate funding emphasis.
3. The funding of programs for the disadvantaged and handicapped has been too low in many States.
4. Staff of many State vocational education agencies remains heavily oriented toward the Smith-Hughes and George-Barden emphases.

We need to insure that future funding allocations reflect employment demands of the future, rather than the past.

III. PROBLEM AREA: ADEQUATE PROGRAM GUIDANCE

We would call the committee's attention to our concern that adequate program planning and development guidance be available to teachers and planners at postsecondary institutions.

In this area we would point to two problems. First, the State agencies are rarely able to give program guidance relating to occupational programs which have a specific postsecondary focus, such as programs in law enforcement, human services, environmental sciences and transportation since their personnel generally lack expertise in postsecondary occupational education.

Second, affecting all levels of vocational and occupational education is the difficulty of getting an updated information base for wise vocational education decisionmaking.

IV. PROBLEM AREA: FEDERAL ADMINISTRATION OF PROGRAMS

We are concerned about the administration of postsecondary occupational education programs at the Federal level.

A substantial reorganization of the postsecondary occupational education delivery system had been promised under the Education Amendments of 1972. We had anticipated that this would result in a more equitable representation of community college interests among those agencies relating to postsecondary occupational education. That law created new staff positions which would provide opportunity to correct previous imbalances.

To our knowledge only two present professional staff members in the entire U.S. Office of Education have had actual professional experience in community colleges and these are the director of the community college unit and a subadministrator in the Bureau of Occupational and Adult Education.

To date we have observed little which has been ecouraging. Two examples illustrate our concerns:

1. As of August 1 the Bureau of Occupational and Adult Education has appointed two professionals to supergrade positions. However, despite their expertise, which we in no way wish to imply is inferior, neither of these persons has had professional experience in community colleges.

2. USOE's community college unit, despite its recent upgrading and the professional esteem given its director, Dr. Marie Martin, has no significance leverage to influence the direction of postsecondary occupational education. It has no program budget authority, virtually no staff and no impact on occupational education programs, although the statute creating that unit states:

> Sec. 1072(A) There is established, in the Office of Education, a Community College Unit (in this section referred to as the "Unit") which shall have the responsibility for coordinating all programs administered by the Commissioner which affect, or can benefit community colleges, including such programs assisted under this Act, and the Vocational Education Act of 1963.

Needless to say, this obvious neglect in adhering to the provisions of the law disturbs those of us who are a part of the community college family.

In view of these problem areas and concerns we would now like to offer a series of recommendations, which, if incorporated in future legislation, will go a long way toward resolving these issues.

Dr. Smith, of Essex County Community College, will continue our presentation.

Chairman PERKINS. Very well, Dr. Smith, proceed with your statement.

STATEMENT OF DR. J. HARRY SMITH, PRESIDENT, ESSEX COUNTY COMMUNITY COLLEGE, NEWARK, N.J.

Dr. Smith. Mr. Chairman and members of the committee, I would like, if I may, to deviate from the norm and say that we as educators and citizens are justifiably proud of the House of Representatives and in particular the Judiciary Committee headed by Mr. Rodino of New Jersey. Basically we are proud of the consequences of the action taken by the House and for a job well done and a showing to all of us individually and collectively that the American system works.

Recent events have shown that it works in a most viable way.

Mr. Chairman, now that we have reviewed the present legislation, I wish to spend a few moments discussing the importance I personally, as well as my community and junior college colleagues, attach to occupational education programs and services to the disadvantaged and the handicapped. Mind you, when we talk of disadvantaged and the handicapped, we are talking to a sizable part of the American population. We are not talking to just blacks and Chicanos, but talking of Americans per se.

We applaud the Congress for its concern for disadvantaged and handicapped persons, as demonstrated by the set-asides established in the 1968 amendments. We hope that these funds reservations will be retained since they insure that there will be an emphasis on the needs of these persons in each State.

We regret to make two changes in these set-asides which are as follows:

1. The set-asides for disadvantaged and handicapped should be combined into a single 25-percent reservation for persons with special needs. This would give the States greater flexibility in determining special needs and adjusting their funding patterns accordingly.

I would like to pause to comment that this recommendation is based on a number of reports from the States that the exact 10 to 15 percent division in current law sometimes poses problems for vocational educators, who may, for example, if desired, want to set up a new program for the handicapped, but find that if they do so, they would find the strength limits and parameters too narrow.

We were persuaded that a combined set-aside would give the flexibility to make special efforts of this nature possible. I must confess that at the moment I am not sure how the new bilingual vocational education provisions in H.R. 69, which now are becoming law, will affect this recommendation. I can only say that for the present we will let this recommendation stand, while we consider the implications of the newly enacted provisions.

2. A greater portion of these funds should be directed to the postsecondary level. At minimum, the postsecondary set-aside should apply to these funds. As Dr. Masiko has already suggested, we believe the postsecondary set-aside should have a much broader application throughout all the Vocational Education Act's authorizations. AACJC's survey reports indicate that a smaller percentage of handicapped/disadvantaged funds go to postsecondary than from part B generally. This is 13 percent and 14 percent, respectively, as opposed to 20 percent part B funds reported by the States providing the information.

I certainly find it unnecessary to get into any lengthy disposition on the community college philosophy, but I do want to emphasize that our colleges are deeply committed to serving persons with special needs of all kinds, including the disadvantaged and the handicapped. Not only are we committed to this service, we are actively involved in it. We are trying hard, and we are doing what I think is a pretty good job

Confining our thoughts to the disadvantaged for a moment, a significant point is that many persons over the age of 18 are "disadvantaged" because somehow they were not adequately educated in the elementary and secondary schools, if indeed they finished school at all. Here, if I may deviate for a moment from the prepared text, so much has happened to people in the States with the most recently generated systems where a number of items have been bypassed as a consequence of a lack of opportunity and the age of our students indicates quite clearly that there is a void that we are now filling and that the community colleges are reaching a significant part of our population heretofore not recognized.

The Spanish-speaking Americans are particularly vulnerable here, with their linguistic barrier. The U.S. Commission on Civil Rights estimates that in the Southwest only 47 percent of the Mexican-American children entering school actually graduate from high school. When we take that as a recent figure and look at the progress that has taken place in the last 10 years, you can imagine what the backlog is as regards the percentage that has been neglected or overlooked.

The new bilingual vocational education authorizations are a recognition of the unique difficulties faced by Americans who are fluent in a language other than English.

High school dropouts and adults who are unemployed or underemployed are "disadvantaged" almost by definition, and an overwhelming portion of these individuals come from socio-economic situations which fit them into more formal definitions of economic or educational disadvantagement. As adults or near-adults these individuals need adult vocational education opportunities, and experience indicates adults are more willing to attend an institution with older students.

They are willing to do this rather than be part of a high school setting. I had the good fortune of teaching for a number of years in an evening high school which was part of the normal presecondary education and found that the individuals coming would not sustain themselves in that climate and atmosphere.

What we are doing on a community college level bespeaks the fact that these individuals are more comfortable and more capable of performing on a community college level. The flexibility we have at the community college gives a number of people the opportunity to take secondary level courses concurrently with college work. A person being deficient in math may well have the ability to do college-level work in English or social studies.

We at the community college can offer this. We have a number of people at the same time who are working for GED, who are able to acquire almost as much as an associate degree at the time they acquired the GED.

Community and junior colleges offer these opportunities in abundance. Through guidance and counseling, remedial and basic education programs, preoccupational and occupational training, as well as open admissions, accessibility and recruitment efforts community and junior colleges have served thousands of disadvantaged students.

A study done in 1971 by the National Planning Association (Duplication, Gaps and Coordination of Publicly Funded Skill Training Programs in 20 Cities, Vol. 1. Center for Priority Analysis, National Planning Association) indicates that in the cities studied only 2.7 percent of all persons between 19 and 44 were in some kind of skill training, indicating a population waiting to be served if programs are available.

In that same year a greater number of 19- to 44-year-old blacks received training in those cities at postsecondary institutions (mainly community colleges) including manpower skill training, than in other Department of Labor programs. This is true although the percentages of blacks served are greater in the Department of Labor programs.

I might add that in the Southwest without the community colleges there would be almost no postsecondary education opportunities, occupational or otherwise, for Chicanos.

What I am trying to say is that those persons who are disadvantaged or handicapped and who are of postsecondary school age have special needs. They may be unemployed or underemployed, they may lack skills for employability. They may have been turned off by traditional education. They may have dropped out of high school without learning a marketable skill. In the case of the handicapped, those of adult age need programs and services appropriate to their age, in places where their age-peers are served.

To conclude, the vocational education set-aside for handicapped and disadvantaged is needed, and a larger percentage of such funding should be directed toward postsecondary occupational education.

Thank you, Mr. Chairman.

Chairman PERKINS. Thank you very much. That was fine testimony. Proceed with your next witness, Dr. John Grede.

STATEMENT OF DR. JOHN F. GREDE, VICE CHANCELLOR, CAREER AND MANPOWER PROGRAMS, CITY COLLEGES OF CHICAGO, CHICAGO, ILL.

Dr. GREDE. Mr. Chairman, I approach my full testimony with a simple frustration. The enthusiasm with which many of us entered colleges previous to the 1963 Vocational Education Act and 1968 amendments has now been dampened. I think as many of us looked to those acts as financial leverage, perhaps philosophical leverage, to bring the programs within our junior colleges and within the common type interlined with the actual needs of most of our students, I think the enthusiasm has been dampened by the effective decline of both Federal and State funding, but more than that, along with the decline in effective funding for our programs we have encountered an increased burden of paperwork, of plans, claims, supports and audits hardly commensurate with the funds we are currently receiving.

I suspect there is a kind of Parkinson's law that is operating in this situation from the late body of reports in an inverse way to the amount of funding.

This first happened in Illinois. During the past 5 years the total funds available for vocational education programs has been virtually constant while the volume of occupational programs, courses and enrollments has more than doubled. In 1969, the first year after the 1968 amendments, the funds that we got in the community colleges on a credit-hour basis were enough to compensate for the increased costs of offering the occupational courses as over against the academic ones, and this kind of carrot encouraged many local boards to move quite smartly into the occupational programs.

Today our return averages on a credit-hour is less than half of what it did in 1969 and less than half of the extra costs of fielding the occupational programs. Of course, there have been some additional payments for the disadvantaged and the handicapped. However, these payments in themselves have nowhere near been adequate to provide the extra services for these two categories, which increasingly are community college responsibilities.

As you know, in order to qualify for the extra return for the disadvantaged and the handicapped under the Vocational Education Act, we have to offer identifiable special services for these individuals yet along with the pattern of declining funds, the responsibilities of the community colleges have expanded.

We see this part in the increasing shifts to occupational programs. The mere figures are pointing out that within the last few years community colleges have moved from 13 percent to 44 percent in occupational education program enrollments, but this does not illustrate the entire picture.

I would like to call the committee's attention to tab F within your display, which illustrates graphically the expansion of programs within my home State of Illinois. I think there are many reasons for this tremendous increase in enrollment in the occupational programs. I suspect we are reaching more and more of the mass of American population. We have identified each group, socioeconomic groups that are perhaps beyond the range of the high schools. Perhaps we have more success in the occupational programs because they have a practical rather than theoretical orientation.

We get many more part-time students who seek upgrading and updating. We offer more of a program choice. There are a thousand substantive alternatives to liberal arts and strictly college transfer programs which characterize the older junior colleges. I think an additional important factor is that increasingly the new and emerging jobs require less than 4 years of college, but more than high school.

Again, I refer the committee to tab F, which illustrates the extensive range of programs of an occupational nature which are currently being developed. These are the programs to prepare the technicians, paraprofessionals, middle management, and these three terms are used almost synonymously. The programs for this middle level of personnel are offered currently across the full spectrum of human knowledge.

I think, increasingly, in community colleges we identify 5 major groups quite in distinction to the kinds of identifications there have been through the secondary schools where we have had anywhere from 7 to 15 different clusters of categories established. We see the business areas, the health areas, the engineering programs, the public and human services and even in the performing arts, the area of humanities increasingly offers job opportunities which the community colleges are responding to.

I call your attention to such terms as electronic technicians, junior accountants, dental hygienists, renal dialysis technicians, the new breed to operate the kidney machines, child care, corrections personnel in the areas of law enforcement, prison work and in probation work, radio and TV broadcasting technicians, environmental control personnel and the new and very exciting one which threatens to revolutionalize the professional field of law, legal assistants. And these are all programs within the purview and current offering of the community colleges.

I think it is no accident that this list is very heavy in the area of public and human services where the long-range employment opportunities are most prominent and where the kinds of services needed by our citizens, particularly in large cities, are most outstanding. These, of course, are the areas with the cutting edge in which the community colleges are moving.

Along with this broad range of occupational programs, which are geared basically to the recent high school graduates, I must point out that community colleges have increased responsibility for adult education. There is a substantive and documented shift from the post-secondary area for the responsibility for adult education and it is a kind of education that is heavily loaded on the occupational side. I think a dramatic instance that might be pointed out in my generalization, just about this time the Chicago Board of Education, under strong financial stringency, gave up its responsibility and operation of the entire adult evening program, including some 26,000 citizens.

The city colleges in Chicago, which are the 2-year institutions, as the sole remaining public institution in the city, took on the responsibilty and currently operate the programs whech previously were the entire adult education offering of the secondary school system.

There are perhaps a number of kinds of adult education that community colleges are particularly conversant with. This is the traditional type. Most community college enrollment is heavily enrolled toward the evening programing, toward the adult, part-time students. Somewhere between 50 and 60 percent of the enrollment at typical community colleges would be geared to the part-time evening student, the adult, who seeks to a great extent job improvement.

There are some newer types, however, and I perhaps had best identify these as being geared to particular groups of individuals, and one of the areas I think that is emerging is that of in-service training for public service employees. In Chicago we have identified a super department at a city college called the Public Service Institute, which has entered into close relationships with the Civil Service Commission, with the county government and with the State and Federal Governments in a full-range of programs.

One striking example is that the guards at the county jail in Chicago, which is a county establishment under contract with city colleges, which receive in-service education by the college staff on their own home site in the county jail.

A second program which I would just like to point out to you is that community colleges are increasingly involved in the nationwide program for upgrading and updating of Federal employees. The Federal regional colleges, which operate in all 10 Federal regional districts, have a strong heavy loading of community college input. There are in addition to these some short-term programs that have been developed for adults and these programs are geared to meet new Government standards for industrial transportation safety. They are geared to environmental control and geared to consumer protection.

Let me mention three. I have had the good fortune to visit one of the new community colleges in the San Francisco area which received a grant from the Department of Transportation to prepare instructors for commercial driving schools. Part of the concern of the Department of Transportation, of course, was not only to promote better instruction for our young people, for the drivers of tomorrow, but also to inculcate safety standards, safety habits in the teaching so it could be communicated to the students.

City colleges in Chicago currently are offering updating short-term courses for automobile mechanics throughout the whole city to make them acquainted with the new requirements for emission control equipment, as required by the Environmental Control Protection Agency.

The third and final example, the city council in Chicago is preparing an ordinance to go into effect in September which will require all restaurant owners and all beverage dispensers to have exposure to the knowledge of sanitation practices, food and beverage sanitation practices.

The city colleges in Chicago in cooperation with the others are offering courses on a 2-credit-hour basis for restaurants and for beverage dispensers, to bring them into line with pending legislation.

The last category of adult education I would like to comment on, which the community colleges are taking in their stride, is related to the comment I made earlier about the Chicago Board of Education giving the entire area of adult education to the community colleges. What we have acquired is some 26,000 individuals, many unemployed, many underemployed, almost exclusively low income, almost entirely minorities, blacks, Latinos, American Indians, Appalachian whites and recent immigrants to the United States, the whole category of individuals who desperately need communications, occupational skills plus job training skills, and this is the mission.

This is the mission of a new agency that has been created called Chicago Urban Skills Institute, which takes individuals, adults, in need of these two essential ingredients, communication skills and job skills, and provides it for them.

I think the implication of this perhaps goes beyond the specific program. What it suggests is that we are entering a new definition of post-secondary education, a definition which indicates that anyone beyond the post-high school age can better be serviced under the umbrella of the community college and this is true regardless of the formal level of academic preparation even though the individual may read at the third-grade level.

Along with this area of adult education I would point out that the entire group, the entire target area, and this may be more true in the big cities community colleges than elsewhere, the community college increasingly has responsibility for the economically disadvantaged of all areas.

We have in city colleges in Chicago an enrollment wherein 55 percent of our total enrollment comes from families with incomes under $9,000. The most affluent of our community colleges has 32 percent of this type of student in that kind of damaged income category, the last affluent, Malcolm X has 91 percent. For this group the occupational education programs, particularly if they are coupled with work experience and more realistic approach to occupational education, seem to be the most promising area.

Now, in summary, let me say that in the last 6 years since the 1968 amendments, the community colleges have moved sharply toward occupational education, toward adult education, toward the disadvantaged and more recently toward the handicapped as the legal responsibility for this category has been extended beyond the high schools.

Let me move from this generalization to a few specifics on some of the provisions of the legislation. Now, in the area of work experience we believe in it very strongly. It gives a realistic flavor to education. It is a motivational kind of thing. It permits students to realize they can make it in the real world and for many of our disadvantaged this is critical. They can read about this and get their theory at a later date.

Along with their education they can get the income which for many of them is necessary to keep them going. You see a large trend in this direction, perhaps even to making cooperative education a kind of general education available not only to students who have identified majors, but perhaps even as a general orientation for all of our community college students.

We recommend that parts G and H of the education amendments be combined into a single part identified as "Work Experience" and that the two of them be fused together to permit greater flexibility.

I have just three other comments I would like to make. The provision of the 1968 act which provides for cooperative arrangements is an encouraging development which needs to be expanded. There are cooperative arrangements of all kinds with public institutions. Perhaps a word might be said about cooperative relationships with proprietary institutions.

We have within the detailed testimony an example of Blackhawk College in Illinois, which does contract with the proprietary schools to the mutual advantage of both institutions and to the advantage of the students.

Finally, there are a number of occupational education services which we believe need a good deal of emphasis and support. One is guidance and counseling. As we see career education expanding over the whole human spectrum of all ages, we need counselors and need counseling approaches which identifies for students of all ages the full range of occupational opportunities, and they are tremendous, which relate these opportunities to particular programs, which monitor students in those programs and which provide for shifts in student choice, if this be necessary.

We have need for a better approach to data acquisition. We desperately need better labor market data. We need better identification of our students, what happens to them and whether their jobs relate to the kind of training they have actually had.

I submit this is an important prerequisite before we make judgments about programs not being geared to areas of manpower needs.

Last of all, there are some special projects which we would support strongly within the 1968 amendments and ask they be continued and expanded, and those are provided in parts C, D and I. We think they are exemplary programs: Research and training, and curriculum development. We believe that practice is it is hard to separate these and we would recommend that all three be combined, that in the distribution of the funds that 50 percent of the allocated amount go to the States and that the remaining 50 percent be split and administered through the Deputy Commissioner of the Bureau of Occupational Adult Education and the director of the community college students.

In this way we feel it can provide for more flexibility plus the recognition of both secondary and postsecondary.

[Supplemental statement follows:]

Supplemental Statement of Dr. John Grede, Vice Chancellor for Career and Manpower Programs, City College of Chicago

Mr. Chairman, now that we have reviewed the present legislation, I will center my remarks around certain programs and services which we in the American Association of Community and Junior Colleges believe are particularly essential. AACJC believes that future legislation must establish and provide a broad range of programs and services for all citizens which are necessary for the creation and operation of readily available, high quality, future-oriented occupational and development opportunities.

We have spoken earlier of the need for flexibility in vocational education, so that these programs will address the challenges of the present and the future, rather than be tied to a backward view. I refer you to Tabs F, G and H to see the extensive programs in the City Colleges of Chicago, and the State of Illinois, and the state's growth in postsecondary enrollments.

PROGRAM AUTHORIZATIONS

We see a current need for authorization for training programs in new and emerging service occupations, such as the following:

(1) Paraprofessionals for new human services careers.

(2) Upgrading of personnel employed with agencies and private service organizations working with offender rehabilitation, handicapped persons and the elderly.

(3) Retraining of workers who are displaced from their careers due to retirement policies or technological change.

(4) Technical manpower for energy resource research and production.

(5) Provision of occupational and vocational education programs and services to persons in correctional institutions.

(6) Training to strengthen employees of local governments.

(7) Technical training to serve the manpower needs of industries undergoing rapid technological change and/or growth

(8) Short term preparation of personnel required to implement state and federal standards pertaining to industrial and transportation safety, environmental regulation, consumer protection, and related priorities.

(9) Authorization in future legislation should also provide for offering training and related instruction to volunteers engaged in public protection and emergency services. In addition to volunteer firemen for whom training programs are now allowed, such public service personnel as paramedics, emergency vehicle operators and related service workers need training. Particularly in rural and economically-depressed regions of our country, these skilled volunteers are necessary for the protection and well-being of our citizens.

WORK EXPERIENCE PROGRAMS

Programs which involve some form of work experience, cooperative education, work-study or other similar programs should be prominently featured in future legislation, combining present Parts G and H. Authority should be provided for training personnel to establish, coordinate and supervise such programs, and to provide student instruction related to the work or occupational experience; to reimburse the employers when necessary for certain added costs incurred in providing training through work experience and to pay for certain services such as transportation of students or other unusual costs that individual students may not reasonably be expected to assume while enrolled in such programs; to establish necessary procedures for cooperation with public and private employment agencies, labor groups, employers, and other community agencies in identifying suitable jobs for enrollees in work experience programs; for ancillary services and activities that assure quality in work experience programs, such as preservice and inservice training for teacher coordinators, supervisors, and development of curriculum materials; for participation of students enrolled in eligible private schools to the extent consistent with the numbers of such students in the area served; and for such placement and follow-up activities required to ascertain the impact of the program on the student, in the area labor market, and the economy.

Local or state education agencies should be authorized to provide employment when necessary to assist needy students to remain enrolled in occupational and vocational education, including those who are accepted for enrollment; to provide for work-study programs administered by the local education agency and to make them reasonably available, whether the school is in session or not, to all persons in the area served by such agency who are able to meet the requirements for participation. This would be public employment, for the local education agency or some other public agency or institution.

Students employed in work-study programs should not, by reason of such employment, be considered employees of the United States, for any purpose.

AUTHORITY FOR CONTRACTING AND COOPERATIVE AGREEMENTS

The provisions in current law for utilization of private resources and developing of cooperative arrangements have been very useful. This authority should be continued.

We believe it should be a concern of public funding agencies to get maximum use of the public dollar. Wherever there is needless duplication of vocational education services there is accompanying waste, through unnecessary development of facilities, too-small classes for economical operation, absence of optimal opportunities of students, among other problems.

Every effort should be made to minimize duplication and encourage cooperation in order to develop an economical and effective mix of vocational education opportunities at the local level. This authority to use federal funds through cooperative arrangements will not, of itself, work miracles, but its presence in the law removes a possible blockage to such development while giving it implicit encouragement.[1]

Let me share with you at this time several examples of new trends in cooperative planning and programming which are emerging. Later, Mr. Ensign, Vice President of the Husky Oil Company, will discuss a particularly promising cooperative model.

Dr. Frank Chambers, President of Middlesex County College, New Jersey, in a recent letter (Tab K) tells of a cooperative relationship he developed with Dr. Burr Coe, Superintendent of the Middlesex County Vocational-Technical school system.

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[1] "Articulation of Post-Secondary Programs in Occupational Education," Supra, see Tab E.

"In 1966, an MDTA funded welding shop was established in one of the county college buildings and was used by the vocational school for 2 years . . . This provided the vocational school system, which was cramped for space, with a facility at a minimal cost. It provided for utilization of space at the county college that was not then needed for a college program. The only significant disadvantage was its distance, (about 7 miles) from the nearest vocational school.

"We have also established a special admissions procedure for graduates of appropriate programs in the vocational schools to related programs in the county college. This procedure includes waiver of the standard high school preparatory courses required of the usual high school graduate and substitutes solely the recommendation of the vocational graduate's guidance counselor.

"Our Dean of Engineering Technologies serves on the Middlesex County Career Education Coordinating Council along with the Superintendent of the Vocational-Technical school system. This body seeks to coordinate career education offerings across the county and is becoming involved with the distribution of Vocational-Education Act funds to school systems within the county."

Dr. Chambers concludes:

"I consider the steps that we have taken to ensure cooperation between the two educational institutions to have been a most worthwhile undertaking. Similar steps, if applied on a most universal basis, would serve to prevent the overlaps in educational offerings between community colleges and area vocational schools that exist throughout the state and across the country. The resultant spirit of distrust and competition which develops as a result of a lack of such coordination can only cause harm to both the educational systems and to the interests of the communities which they serve."

Dr. Saul Orkin, Dean of Somerset County College (New Jersey) writes (Tab L) of a similar cooperative arrangement whereby his college and the local technical institute will jointly sponsor eight technology programs this fall.

He writes:

"It is too early to tell how this cooperative venture will work out but it appears obvious to us that substantial savings will be effected by the more efficient use of resources than could be accomplished if each institution pursued its own interests separately. If the spirit of cooperation that marks the beginning of this experiment is maintained, I feel strongly that the efforts that are being made in this County will serve as a landmark for cooperation among community colleges and technical institutions throughout the State."

In Illinois, President Alban E. Reid of Black Hawk College describes (Tab M) a successful cooperative program with local proprietary schools in which everyone seems to benefit. The students receive college credit for training received at proprietary schools. They are also eligible for state scholarships. The cost to students is lower than if they had enrolled directly in the proprietary school. The college benefits by gaining students who might have limited their training solely to courses offered at the proprietary schools. The proprietary schools benefit from evaluation by college staff and the increased status that is implied by the contractual arrangement with an accredited college. And, the taxpayer benefits by not having to support the establishment of duplicate training programs. Recent legislation in California permits the 99 Community Colleges to contract with private schools and colleges.

These are but three examples of new cooperative patterns we have begun to see emerge under the encouragement of VEA 1968.

OCCUPATIONAL EDUCATION SERVICE

AACJC would also stress the importance of including adequate provision for essential occupational education services in future legislation.

(1) *Guidance and counseling services* are our primary concern. These services include establishing and providing a broad range of career information, opportunities for vocational explorations, and rehabilitation counseling activities integrated through the curriculum, as well as specialized approaches to assist all individuals at all age levels in their career planning and in arranging for necessary educational experiences which will help achieve and adjust their career goals. Authorization is needed for developing and packaging materials for student, teacher and counselor to use in relating educational and occupational requirements and opportunities. Also, future authorizations should permit paying the cost of bringing employer and educational representatives to schools and colleges as well as transporting young people and adults to such sites to observe and explore educational and occupational opportunities and conditions.

It will be noted that this list includes a number of items which are a part of the "career education" concept, including career information and exploration and the information and guidance needed for informed career planning, from first career choice through the many changes and revisions which may come as the years go by.

This is needed for all persons, but particularly needed for persons with special needs, such as the disadvantaged and the handicapped. Here, outreach should be part of the package, to inform such persons of the availability of occupational training programs, and stimulate their interest and sense of potential capability.

(2) *Remedial education* services should be an important part of the package, to help occupational education students overcome the deficiencies, if any, in their earlier education. Basic literacy and computational skills are indispensable in today's employment market.

(3) *Incentives for exchanges of personnel* between public and private schools, agencies, and institutions, and with government, business, and industry. Such personnel exchanges can be an extremely effective form of communication between various groups, as well as a useful staff development device. For example, through such exchanges business and industry can better understand the capabilities of vocational and occupational education and advise on needed improvements in programs, while in turn, educators can keep up with developments in the "real world" for which they are providing vocational and occupational education.

(4) *Inservice teacher training and staff development* programs should be authorized and provided where needed, for example, to improve teacher competency in professional fields, educational techniques, understanding of student needs, and learning of new job market trends.

(5) *Data acquisition, analysis and dissemination.* Two vital components of this are labor market data in a form useful for occupational education planners, and follow-up studies on program graduates to test whether they are employed in an area related to their training. These two items are at the heart of accountability in vocational or occupational education, and the reason for the federal interest in giving it support. I have even seen it suggested that public funds be withheld from programs which train for occupations in which there is a surplus of available employees and hence limited employment possibilities.[9] I would be willing to endorse this suggestion *if* there is a data base available to assist planners in making informed decisions.

(6) *Administration and supervision*, including technical assistance. This would include assistance in utilizing the data mentioned above, in developing occupational education programs, and providing other needed information and services. We have complained above that in many cases state vocational education agencies lack the expert personnel to give this assistance to postsecondary schools, and repeat that complaint here. Perhaps calling the problem to the attention of this Committee will help bring about an improvement in the situation.

In this connection, we would recommend developmental activities for staffs of state and federal occupational education agencies to assist them to become acquainted with trends in community colleges and postsecondary occupational education.

Although we believe that these services are extremely important, they should be considered ancillary and supportive to occupational education programs. Therefore, we recommend that a limit of 20% of appropriated funds for all programs and services may be designated specifically for these administrative support services.

SPECIAL PROJECTS FOR IMPROVEMENT

AACJC strongly urges that those special projects related to promoting improvements and innovative experiments in vocational education which appear in the present legislation be retained and funded at least at present authorized levels.

Presently, these special projects are divided into three categories: Research and Training (Part C), Exemplary Programs and Projects (Part D), and Curriculum Development (Part I), each of which is separately funded. However, we believe that greater flexibility will result if the program funding for these categories is combined.

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[9] *Duplication, Gaps and Coordination of Publicly Funded Skill Training Programs in 20 Cities.* Vol. 1. Center for Priority Analysis, National Planning Association (See Tab I and J).

The Committee members may remember that in the recent report of th National and State Advisory Councils to this Committee it was noted that many state advisory councils recommended a similar consolidation.

Such a consolidated special projects emphasis should provide opportunities for applied research which can address itself to the identification of new ways to create a bridge between school and earning a living for a variety of persons:

1. Young people who are still in school or who have left school either by graduation or by dropping out;
2. Adults who are in programs of occupational preparation beyond the secondary school;
3. Adults who are unemployed or who can be identified as underemployed.

We also see the need for the development of life-long occupational education models, such as a means of integrating short-term skill training into a career development continuum that extends throughout life. Much has been done in the realm of "career ladders" but a greater number and a wider variety of techniques applicable to specific situations needs to be developed.

Also, more work is needed in developing techniques for use of diversified media in occupational education.

Additionally, the projects should promote cooperation between public education and manpower agencies. They should enable the Deputy Commissioner and the Community Colleget Unit to provide appropriate assistance to state and local educational agencies and community colleges in the development of curricula for new and changing occupations and to coordinate improvements in, and dissemination of, existing curriculum materials. Special projects for improvement should provide grants for the training or retraining of vocational education personnel through exchange programs, institutions and inservice education.

We urge consideration of this funding schedule: Fifty (50) percent of all funds should be allocated to each state for distribution to secondary and postsecondary institutions. We recommend that the remaining fifty (50) percent be divided equally between the Deputy Commissioner of the Bureau of Occupational and Adult Education and the Director of the Community College Unit of USOE to enable them to make grants and contracts with state boards, institutions of higher education including community colleges, local educational agencies, and others, for projects to stimulate and assist the development, establishment and operation of programs or projects designed to carry out the purposes we have indicated above.

Dr. Masiko. The next speaker is Dale Ensign.

STATEMENT OF M. DALE ENSIGN, VICE PRESIDENT, HUSKY OIL CO., WASHINGTON, D.C.

Mr. Ensign. Mr. Chairman and members of the committee, I would like to leave my testimony aside that has been prepared and talk to you for a moment briefly.

Chairman Perkins. Without objection, all of the prepared testimony will be inserted in the record.

[Supplemental statement follows:]

Supplemental Statement of M. Dale Ensign, Vice President, Husky Oil Co.

Mr. Chairman, I believe business and industry across the country will strongly support and participate in work study and cooperative educational programs, when they are challenged with an exciting idea and specific examples. I wish to share with the Committee our own experiences.

First, I wish to re-emphasize one of our recommendations stated earlier. We believe that combining funding for the Cooperative Vocational Education program, Part G, and the Work-Study program, Part H, will result in greater flexibility and freedom of operation for state planners. In the recent Report of the National and State Advisory Councils on Vocational Education, it was noted that several state advisory councils recommended consideration of such a consolidation.[1]

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[1] "The Impact of the Vocational Education Amendments of 1968" prepared for Congressional Oversight Hearings, April 1974, p. 3. (See Tab D)

The Husky Oil Company has participated in an exciting experiment in cooperative education involving two school systems. I will highlight certain aspects of our venture.

Husky's program offered a practical introduction to all of the career opportunities available in the oil industry. The program took the form of an industrial-education consortium combining the resources of Husky, Northwest Community College and Cody (Wyoming) High School. A complete summary of our program is attached to this testimony.

Each institution and the Husky Oil Company played an integral part in the development and implementation of the program. The program was two-phased, combining a cooperative work effort with a one hour, early morning, related classroom experience entitled, "Introduction to Business." The course was under the supervision of Northwest Community College staff and taught by Husky Oil Company personnel, covering every phase of the Husky operation. Outside instructors were brought from the Company's Denver and Calgary offices. Outside instructors from the high school, American Telephone and Telegraph, Mountain Bell and Nielson Enterprises also participated. During the eleven week course, thirty-one instructors—including the Chairman of the Board—follow a barrel of oil through its various discovery and manufacturing states to its final consumption as a finished product: geology, production, refining, supply, distribution and marketing are among the aspects covered. To this was added all the administrative service departments necessary to any organization: accounting, communications, computers, legal, employee relations, etc.

The cooperative work experience placed students at work stations in accounting, production, data processing, and office services departments. Rotation after two weeks to a new work station enabled the students to learn in all four general areas. Three semester credits for the related class and two credit hours for the work experience were awarded for successful completion of the course.

How well did the program work? The consortium members asked the students and received excellent responses. One observed, "Being taught by those who are actually involved in professional business fields presented a much clearer picture to me and was more up-to-date than I could have learned in school." Another commented, "I liked the rotation of work experiences giving us an opportunity to work at a variety of jobs." A third advised, "I would like to see the program continued and expanded, allowing this year's students to return to concentrate or specialize in a particular area."

In explaining the creation of the program, the Chairman of the Board, Glenn E. Nielson, said, "The average high school graduate has little practical knowledge of the actual operations of business and industry. Too many of our high schools and colleges have the theory of education, but fail completely so far as practical knowledge or application is concerned. Industry has a responsibility and an obligation to provide education and insight for students planning careers in business." By designing this multifaceted program, administrations and faculties of both the industry and educational institutions have not only begun to meet this goal, but have made valuable contributions to their community as well. Millions of dollars in facilities, otherwise beyond the budgets of the schools, became accessible to the students. Cody High School broadened its curriculum and made it a more practical one by reinforcing academic education with career education. More Importantly, human resources on all sides were made available. Husky was provided seasonal employment, with the promise of knowledgeable, experienced full-time help upon graduation. The students were taught by those responsible for the efficient functioning company about the inner workings of America's free enterprise system. In the process, they acquired the most beneficial kind of experience—on-the-job training.

Such programs won't start themselves. It is up to those institutions that desire to form partnerships with business to make their presence felt. Industries of all kinds can look to the consortium experiment as an example of the service that can be rendered and the potentials they can realize by implementing a similar program.

The U.S. Chamber of Commerce is actively promoting the Husky program. Community college leaders are sponsoring workshops and publishing articles describing how similar programs can be set up and the resultant advantages to the student, the college, the businessman, and the taxpayer. This is practical, relevant and efficient vocational education at its best.

Mr. ENSIGN. I would like to talk to you, Mr. Chairman, about some great opportunities rather than some problems for just a moment. We have had an experiment we have conducted in our company in connection with Northwest Community College and with Cody High School in Cody, Wyo., which is rather unique and has been very successful.

We have brought in high school students going on their way to college or college students and given them a course called "Introduction to Business." This has been conducted by 31 of the managers in our various departments in Husky Oil Co.

We have followed the explorations, development, production, distribution, marketing, refining, accounting, budgeting, financing of a viable corporation with these students. This has occurred from 7 to 8 o'clock in the morning, for which they were not paid.

Instead, they were given college credits and high school credits for participating in the course and they were also following this given employment in the company and given jobs that were in the interest of their further careers. Each of them had expressed interest in a business career and we attempted to place them in the company in jobs related to their future.

We had some interesting results and have had some interesting results in the last 4 years of this program. Some of the advantages that have flowed from it, of course, is the involvement of a group of young people in business in the very relevant practical aspects of it, taught by men who are in the arena and interested in giving their point of view of problems and opportunities that exist in the business community on a firsthand basis.

Next, we found that the instructors that we brought in, our own managers, who, in some cases, have been helped and guided by community college people, we found them suddenly interested in the whole educational process. We found them involved more deeply in community college affairs, in the affairs of the local school district.

We have also found that the college credits for courses that the young people have received for an 11-week course, 1 hour every morning, was well received and applied toward their future college credits. We, of course, found that the financial part of it the students appreciated.

We found, too, there was the avoidance of the duplication of costly facilities by this program, with its obvious benefits to the taxpayers. And the students had a hands-on opportunity of equipment that was updated, modern and in use by industry at the time rather than something that might have been outmoded insofar as their use in the college.

It helped Husky with a potential pool of future employees, which were oriented to some of the thinking and the philosophy of our company. But I think as much as anything, it was innovative and creative and relevant to the needs of students and it gave them an insight into what was really happening, what the situation of supply and demand acutally is, what the market forces are, what the free enterprise system is about.

And there is a great sense of satisfaction, at least to our board chairman, Glenn Nielsen, who spent several hours with the students himself, personally explaining to them how he viewed the corporation from where he sat and the problems that he was faced with.

We feel that this is a very successful experiment. We now have it going in five communities in which Husky operates. We have expanded it 300-fold in every sense and we are engaged with the U.S. Chamber of Commerce in encouraging its adoption elsewhere in the Nation as an opportunity for the development of partnerships between the education community and the business community, and the great catalyst in this that makes it so acceptable is the community college program, its viability, its flexibility, its willingness to be involved and work with the business leaders to set the program up, to monitor the tests, examinations, in order that it might qualify, that the program might qualify in every respect for credits and to make it a very businesslike professional level program which it has turned out to be.

I feel that this has great opportunity in our Nation. I feel that businessmen everywhere would be willing to continue and work on programs like this and be a part of it, and I am sure that the education community can base that practical revelant experience that they would bring to the community.

Thank you, Mr. Chairman.

Chairman PERKINS. Proceed with your next witness.

Dr. MASIKO. Our next speaker is Ambassador John Mundt from the State of Washington.

STATEMENT OF JOHN C. MUNDT, DIRECTOR, WASHINGTON STATE BOARD FOR COMMUNITY COLLEGE EDUCATION, OLYMPIA, WASH.

Mr. MUNDT. Mr. Chairman, it is a pleasure, too, to be here today, joining my colleagues in talking about vocational education representing the community college development in this country this morning.

With apologies to the Congressmen who did not hear Representative Meeds' introductory comments, I certainly want to acknowledge them with thanks. They were very kind and I do appreciate them.

I would like to acknowledge the staunch support for vocational education of Representative Meeds in our State and certainly the understanding of the community college development in the State of Washington and across the country that Representative Meeds has always demonstrated.

I might also refer to his initial comment that there has been an increase in vocational enrollments in postsecondary education in this country and I think he uttered that statement against the background, too, of Washington State experience, because about 47 percent of our students in the State of Washington are vocational students now. That is an increasing percentage every year. We will soon be at about 50-50 with academic education in another couple of years.

We have given tremendous emphasis to vocational education in the community college system in the State of Washington. Two years ago, for example, the people of the State approved what was known as referendum 31, providing for $50 million for capital construction, and we think that probably the people approved that referendum because they told the voters that at least two-thirds of that money would be spent for vocational facilities and vocational support facilities.

That referendum passed with a good margin and it has been very easy for us to keep that promise. We are spending most of our money these days in vocational facilities.

I would like to just briefly mention two topics and then discuss two others a little more extensively. The chairman asked us to try not to read our statements, so I will abide by that request.

In the written statement you have in your folder there are references to appeals procedures and to State advisory councils and I will simply refer you to those portions of the statement.

We think that a proper appeals mechanism would be a proper provision to consider when you are writing new legislation. That is discussed in the section of my statement on "Appeals Procedures" and then I would refer you to the suggestion under the section on "State Advisory Councils" that adequate representation for postsecondary education institutions, community colleges, be provided for in any new legislation.

We have no complaints on this score as far as the State of Washington is concerned, because on the State advisory councils in my State there is a community college president and a community college trustee who serves on the advisory council, and this works out very well.

I would like to comment a little more extensively about the question of State administration and perhaps refer to the Washington State model for handling vocational education funds as this may have application in other States.

In the State of Washington in 1967 the legislature decided to separate the community colleges out of the office of the superintendent of public instruction and establish a system of community colleges. This has been the experience in other states throughout the country.

At that time, in taking the community colleges out from under the jurisdiction of the superintendent of public instruction, the legislature anticipated that there might be some difficulties in administering vocational education as a result. So at the same time the legislature created an organization called the coordinating council for occupational education, and they became the single State agency in our State for disbursing Federal vocational moneys.

The coordinating council, although we locally at times have complaints about these things, probably was working very well when I listened to what was occurring throughout the country. I think maybe we have a more successful system out there than we sometimes think when we are so close to it.

The coordinating council is made up of nine members and three members are representatives from the community college system and three members are from the State board of education and three are public members. The Superintendent of public instruction and I serve as ex officio members, or nonvoting members, of the coordinating council, which we refer to as CCOE.

CCOE receives, disburses and accounts for all Federal vocational education funds and has no direct operating responsibilities except for one small program in fire service training. Both the superintendent and my office have an opportunity to make input in the development of the state plan that this coordinating council, the CCOE, develops. This gives each level, that is, the K-12 system and the community college system, its own authority for plan development and determining our own priorities, subject to final approval by the CCOE.

Each of us, that is, the State board for community college education and the superintendent's office, have a contract with CCOE we call an interlocal agreement. And in development of the plan for vocational education in the State I will just read one clause from our interlocal agreement which is typical of what I am talking about and I am quoting:

> In the development of the plan and in the development of the rules, regulations and policies by CCOE the preparation by the State Board for Community College Education of their portion of the plan shall receive major consideration from CCOE in determining the direction and priorities within the plan.

So we have major direct input into the developments of the vocational plan for the State of Washington. CCOE then allocates the Federal vocational moneys to each of the two major operating agencies and it reimburses the State board and the superintendent's office for direct administrative costs.

I might mention that in our State we have five vocational technical institutes and 27 community colleges. The funds for the vocational technical institutes go through the office of the superintendent. I might say that this is a somewhat untidy part yet of the organization in our State for vocational education and is the subject of conversations between my office and the superintendent's office as we are attempting to improve the articulation between our two school systems.

However, I can say that the system works pretty well. We have had some problems in the past with it, but have been able to solve these through improvements in these interlocal agreements. We have just executed a new one this year. This also provides that communications with our colleges will generally flow through the State board so that we are aware of all comunications from that single State agency to the individual colleges.

I would say that the significant characterizations of our system could be summarized as follows:

First, the allocation decisions are not made by an agency in which the community colleges have no input or influence.

Two, the levels join in the decision, you might say, in promoting vocational education in the State and in developing the plan for vocational education.

The second characteristic, in addition to having something to say about the allocations, would be that they have something to say about the development of the plan with the final approval, of course, in CCOE.

The CCOE does have the final responsibility for developing the State plan for vocational education. Now this relatively successful structure for administering vocational education in the State of Washington is perhaps outside of the model usually thought of in referring to a single State agency under the present act. However, the Washington structure has been accepted by the U.S. Office of Education as being in compliance with the act and I guess the lesson that I would suggest to the committee is that in developing new legislation I would hope that you write it with sufficient flexibility so that these types of organizational structures would be possible.

Now, you might consider adoption of principles that would characterize the structures that the States would adopt, but permit the States to have considerable flexibility in adapting structures to their own needs, as we have done in the State of Washington.

The other topic that I would mention in concluding my remarks is not on the subject of administration, but refers to this question of the disadvantaged. We found it is very difficult to serve students suffering economic handicaps under the present act in the State of Washington. This is due to a number of factors.

First, none of the funds can be used to pay tuition for a student or to provide direct financial aid. The work-study part H funds are not of assistance to many of the economically handicapped in our community colleges, because the limiting age of 21 excludes 67 percent of Washington community college students from participation.

It is quite important to understand the makeup of the typical community college enrollment in this country and we are quite typical in the State of Washington. A third of our students are over 30 years of age. Another third are between 20 and 30 years of age. Only about 14 percent of our students last September were in high school the previous June, so we have a substantially adult student body. Thus the limiting age of 21 excludes 67 percent of our students from participation.

The earnings limit of $350 per academic year is adequate for an adult who is self-supporting and has dependents, and then the appropriation has been inadequate in the past years. In any new legislation I would recommend that age restrictions be removed, that students in need be allowed work-study earnings up to the level equal to the unemployment compensation of the State and that the appropriation authorization be increased for postsecondary students in work-study programs.

It would also be helpful if funds could be used to pay required tuition for the economically handicapped.

Thank you, Mr. Chairman.

[Supplemental statement follows:]

Supplemental Statement of Ambassador John Mundt, Executive Director, Washington State Board for Community College Education, Olympia, Wash.

Mr. Chairman and distinguished members of this Committee, I wish to expand upon some of our concerns regarding administration and planning for vocational and occupational education, and share with you our experiences in funding occupational education programs in the State of Washington. It may be a model which will prove viable in other areas of the country.

APPEALS PROCEDURES

We have mentioned earlier that our state directors reports indicate that there have been few appeals. This may be less a sign of satisfaction than of the lack of an appeals mechanism which promises effective hope of redress.

We would suggest that the Committee adopt language similar to that in H.R. 69 (Education Amendments of 1974, Sec. 805, amending Sec. 425 of the General Education Provisions Act) relating to appeals of aggrieved applicants under federal education programs. This right of appeal first to the state agency and if needed to the Commissioner of Education might be very helpful in some of the situations we have earlier related in which community colleges are rebuffed by the state vocational education agency. It is apparently not clear whether the above provision as written applies to vocational education. If not, a like provision should be included in the amendments now under consideration by this committee. We believe it might be wise to include the state advisory council more specifically in the appeal process. Upon appeals to the Commissioner the state advisory council might be requested by the Commissioner to conduct an independent investigation of the complaint.

STATE ADVISORY COUNCILS

In reviewing experience across the country, it is our strong belief that the State Advisory Councils should more adequately represent postsecondary educational institutions and their students. Since community colleges and technical institutes enroll approximately 1.5 million students a year in occupational programs (and this figure is expected to increase), we believe that they should receive greater representation than they do presently. At least one person who has responsibility for the direct supervision of a community college which has occupational, vocational or technical programs should be represented on a state council.

In our state a community college president and a community college trustee serve on the Advisory Council. Where a postsecondary, degree-granting technical institute system exists which is administered separately from the community college system, a representative from such an institution should be placed on the state council.

LOCAL ADVISORY COUNCILS

The American Association of Community and Junior Colleges recommends that the Committee consider the establishment of *local* advisory councils on vocational education.

Improvements which have resulted from the establishment of National and State Advisory Councils suggest that similar benefits might accrue from the creation of Local Advisory Councils.

Local Advisory Councils would encourage the development of comprehensive local program planning in each community. These groups would be broadly representative and would represent labor, management, and every category of educational institution sponsoring occupational education, from elementary through postsecondary institutions. They would participate in the formation of local or area plans by developing recommendations to local planners, reviewing recommendations from occupational advisory committees, and reviewing the planning efforts before their transmittal to the appropriate state organizations for incorporation into the state plan.

Local advisory councils would provide a formalized mechanism through which the various parties to vocational and occupational education would have to get together. This might stimulate the development of a more useful data base on needs for vocational education and employment opportunities in the area. It could also promote cooperation among these parties and help prevent needless duplication of programs and facilities, as well as spotlight needed programs missing in a community, and groups not presently being served.

These councils should have connections, possibly through overlapping membership, with the Prime Sponsor Manpower Planning Councils under the Comprehensive Employment and Training Act. There are enough similarities between the purposes of the Vocational Education Act and of CETA that coordination between the two systems is needed. Comparable local vocational education councils would help promote this coordination.

STATE ADMINISTRATION: THE WASHINGTON STATE MODEL

The State of Washington has developed a system for handling vocational education funds which works for us, and which may have application to other situations.

When the state's community college system was estabished in 1967, it was determined that the colleges would have their own state administrative agency and not be a part of the State Board of Education. The legislature anticipated that this might pose difficulties in the administration of vocational education, and solved that problem by establishing a Coordinating Council for Occupational Education.

This council, hereafter referred to as CCOE, has a nine-member Board, composed of three members from the community college system, three members from the State Board of Education, and three public members appointed by the Governor. The Superintendent of Public Instruction, who is chairman of the State Board of Education, and the Director of the State Board for Community College Education are nonvoting members of the CCOE.

CCOE receives, disburses, and accounts for all federal vocational education funds; it gives final approval to the state plan and in general is where the "buck stops" in vocational education in the state. However, it has no direct operating responsibilities, except for a program in fire service training.

The State Board for Community College Education and the Superintendent for Public Instruction each make their own inputs into the state plan. This gives each level its own authority for plan development and determining its own priorities, subject to final approval by CCOE.

Each of us, SPI and the SBCCE, has an interlocal agreement with CCOE with a clause that provides as follows:

"In the development of the plan and in the development of the rules, regulations and policies by CCOE, the preparation by the State Board for Community College Education of their portion of the plan shall receive major consideration from CCOE in determining the direction and priorities within the plan."

A copy of our interlocal agreement is appended in Tab Q.

CCOE allocates federal vocational education funds and transmits them to the appropriate agency for disbursal to schools and colleges. CCOE also reimburses the state community college board and the state education agency for their direct administrative costs. I might mention that the State of Washington has five vocational-technical institutes (compared to 27 community colleges) which are under the authority of the Superintendent of Public Instruction. Under our system, funds for these vocational-technical institutes, though most of their students are postsecondary, flow through the Superintendent. This is still a somewhat untidy part of organizing for vocational education in our state, but discussions are underway between my office and the Superintendent of Public Instruction to solve this.

This system works pretty well. We had a problem for a few years in that the CCOE had its own staff to exercise program authority, especially in research and demonstration type projects. We often discovered that grants of which we had no knowledge, and which did not necessarily fit into our scheme of priorities, had been made to our colleges. This problem was partially solved this year in a revised interlocal agreement between our Board and the CCOE in which these additional functions were transferred to us (and to the Superintendent of Public Instruction for schools under his authority), a portion of the CCOE's staff dispersed to SPI. Also all communications to the individual 27 colleges in the community college system flow to them from CCOE through SBCCE office.

In my view, the most significant elements of our state's system would be these: First, fund allocation decisions are not made by an agency in which the community colleges have no influence or impact. This gives them every chance for a "fair shake." At the same time, the various levels have to join together in one decision, which promotes knowledge of what the other level is trying to do, and hopefully, mutual understanding, cooperation, better articulation between K-12 and the community college system, and avoidance of unnecessary duplication.

Secondly, community college program decisions are made by community college people, who naturally have a better understanding of what the colleges can and hope to accomplish than do outsiders. Initial planning, up to the stage of final approval, is made by the community colleges themselves. Our Board has the staff for program approval and technical assistance in program development; additionally, it is responsible for student services, most teacher preparation, and the administration of personnel standards. We make use of part time coordinators in law enforcement, real estate courses, home and family life programs, and others, in order to hold permanent staffing levels down.

As for CCOE, in addition to its ultimate responsibility for vocational education in the state, it bears primary responsibility for planning for vocational education. It has developed a process for long range forecasting of manpower needs and of programs needed to meet these needs. We work closely with them in developing these projections, and we have found that it is very helpful to us in program planning and development.

This relatively successful structure for administration of vocational education in the State of Washington is outside the model usually thought of when reference is made to a single state agency as in the present Act. Although the Washington structure has been accepted by the U.S. Office of Education as being in compliance with the Act, I want to suggest in any new legislation that states be allowed sufficient flexibility in organization so that these types of structures will be permissible.

Although the major thrust of my comments has been on administration and planning for vocational education, I believe that sharing with the Committee the experience in Washington relative to the disadvantaged might be helpful in reinforcing the presentations made by my colleagues Dr. J. Harry Smith and Dr. John Grede. It is very difficult to serve students suffering economic handicaps under the present act. This is because none of the funds can be used to pay tuition for the students or to provide other direct financial aid. The work-study Part H funds are not of assistance to many of the economically handicapped in the community colleges. The limiting age of 21 excludes 67% of the Washington community college students from participation, the earning limits of $350 per academic year are inadequate for an adult who is self-supporting and may have dependents, and the appropriation has been inadequate.

Therefore access to the occupational education necessary for any kind of upward mobility is denied to the poor unskilled adult—the person who needs access the most. In any new legislation I would recommend that age restrictions be removed, that students in need be allowed work-study earnings up to the level equal to the unemployment compensation of the state, and that the appropriation authorization be increased for postsecondary students in work-study programs. It would be helpful if funds could be used to pay required tuition for the economically handicapped.

Chairman Perkins. That is fine testimony.

Proceed with your next witness.

Dr. Masiko. Mr. Chairman, Dr. Smith could go back then for a few summary remarks.

Dr. Smith. I will make my remarks short. I would like to summarize the recommendations of my colleagues, if I may.

1. The level of funding for postsecondary occupational education programs should be increased to a minimum of 40 to 60 percent of total funds.

2. We believe it is time to consider new delivery system alternatives for the distribution of vocational education funds to all State institutions which will be more equitable and appropriate. Although we are not ready at the present time to recommend one system, we will offer several possible alternatives which may help the committee revamp the present system.

3. New vocational emphasis should be built into the legislation to encourage the funding of programs for early retirees and older citizens who are disadvantaged, such as the midcareer unemployed and underemployed persons whose job skills are obsolete.

4. There is need for greater focus on training for occupations of the future, rather than the past. Newer occupational areas—human services, health-related, service industries, technologies—need greater funding emphasis. Flexibility should be built into vocational education planning to permit adaptation to future needs in a rapidly changing society. At the present time more than 70 percent of the work force is in the service industries—health, hospitality, data processing, et cetera. However, this may change and programs should be ready to change as occupational patterns change.

5. Provision should be made for more rigorous State plan review in the U.S. Office of Education to insure that Federal priorities are

indeed implemented in the States. The community college unit should be given the authority to review and comment on, or possibly even to recommend rejection of, State plans for postsecondary occupational education.

6. To create greater flexibility and freedom of operation for State planners, we recommend the combination of certain of the current categories of the Vocational Education Act:

A. Combine funding for part C ("Research and Training"), part D ("Exemplary Programs and Projects") and part I ("Curriculum Development"), all of which are related to improvement and innovation of vocational education. The category could be identified as "Improvement of Vocational Education." In order to encourage national and regional improvements, the 50-percent set-aside to the commissioner should be retained. Of that part, half should be devoted to postsecondary occupational education, and administered by the community college unit of the U.S. Office of Education.

B. Combine funding for part G (cooperative vocational education) and part H (work study), both of which are closely related in activity. This category could be identified as "work experience." Funds should be distributed equitably between secondary and postsecondary students.

C. The set-asides for vocational education programs for the disadvantaged and handicapped should be combined to allow greater flexibility at a combined minimum of 25 percent.

7. We recommend that the Congress take a look at State vocational agency staff composition to make sure that a proportionate number of persons employed by these agencies have professional experience and expertise in postsecondary occupational education. If it is determined that these agencies will retain sole authority over Federal vocational education in the States, it is essential that they become more responsive to needs and problems at this level. Specifically, we believe that persons with community college experience are needed in the State agencies.

8. We urge that appropriate steps be taken to insure that postsecondary occupational education institutions and community colleges are adequately and meaningfully represented on State advisory councils.

9. We recommend that Congress consider establishing local advisory councils to augment the responsibilities of State and national councils.

10. Because we believe that too much Federal vocational education money goes for administration in some States, we recommend that Congress establish an upper limit on the amount of the Federal grant that can be spent for State administration.

We would further comment that AACJC believes that full funding and implementation of title X, parts A and B, of the Education Amendments of 1972 (Public Law 92–318) would facilitate and strengthen many provisions of the Vocational Education Act.

Mr. MASIKO. I will conclude the formal presentation.

We believe that it is time to consider new delivery system alternatives for the distribution of vocational education funds to institutions on a basis which will be more equitable and appropriate. The present system is not working in many States. We believe that serious consideration should be given to restricting the authority of the present State boards solely to elementary and secondary vocational education. A new agency or another more appropriate agency might better have responsibility for administering postsecondary occupational education.

At this time we are not ready to recommend a specific system, in the main because we find such variations in the needs of the 50 States, and no one pattern seems wise. With your permission we hope to propose a system that would have flexibility to permit a variety of options for the individual States. At this point in time we only intend to initiate a constructive discussion by suggesting three alternative delivery systems:

1. A first alternative delivery system is postulated on the complete separation of funding for all programs both at the national and State levels. Elementary and secondary vocational education programs would continue to be funded by present agencies. However, postsecondary occupational education programs would be funded through separate agencies. At the national level the postsecondary funding agency would be the community college unit in the U.S. Office of Education.

At the State level the postsecondary funding agency would be either an existing agency or a separate agency created to give policy direction to the postsecondary institutions in the State. Representatives of all types of institutions offering postsecondary occupational education programs in the State would be represented on such an agency.

2. Another alternative, if no structural changes are to be made, would be to maintain the present system of administration, but to raise the set-aside for postsecondary occupational education to 60 percent (in line with the allotment of Federal funds). This policy has been in effect in Wisconsin for many years.

In this case the existing State agencies for vocational education should be required to alter the composition of their staff, if needed, to insure that an adequate proportion of total State agency staff have the expertise to give leadership to programs in postsecondary occupational education.

3. Finally, my colleague, Mr. Mundt, has described a system which works in his State and merits consideration for national adaptation. Funds go to a coordinating council composed of elementary-secondary, postsecondary and public members, which makes determinations on the distribution of funds in the State and has ultimate responsibility for the State plan and its implementation. However, as Mr. Mundt described, the direct planning inputs and implementation responsibility are carried out by agencies responsible for the level of education involved.

Mr. Chairman, and members of the committee, I wish to thank the committee and its distinguished chairman for the privilege of sharing our considered opinions on the Vocational Education Amendments of 1968. We stand ready to assist the committee in the months ahead as it continues its deliberations, endeavoring to improve and update this outstanding piece of legislation.

Chairman **Perkins**. Thank you, all of you. Mr. Meeds, I understand you have to attend another hearing, so we will hear from you first.

Mr. **Meeds**. Thank you very much, Mr. Chairman.

My commendations to this panel for what I consider to be a most important, relevant, and useful bit of information for this committee. You can rest assured that it will be a substantial portion of our consideration as we attempt to achieve some balance in the whole field of vocational-technical-occupational education.

I had a lot of questions until I looked very closely at your summary, and saw that most of them are answered there and in the testimony you gave individually. So, let me first assure you, Ambassador Mundt, that your suggestion with regard to an appeals mechanism has been taken care of.

In H.R. 69, in the General Education Provisions, is the appeals mechanism which will be applicable to your situation. There may be some question as to whether it has to be the State educational agency or a coordinating council which would fulfill that function as set out in the general education provisions. But let us look at that and, if it is not applicable, try to make it so either by further amendment or in the Vocational Education Act itself.

Mr. **Mundt**. There is one other suggestion I made in my written presentation that you might look at and that is that the advisory council might somehow be made part of that appeals procedure before it ever gets it into a court by perhaps making an independent review at the local level.

Mr. **Meeds**. You kind of opened the door for my next question because my question dealt with State advisory councils and this is really twofold.

We found in our hearings a wide diversity of State advisory councils. Some are very effective. We found all were very interested and very diligent in pursuing their roles, but we sometimes found that they were thwarted either by the State educational agency or the agency with whom they were dealing in planning and other things.

I would like to ask all of you very quickly if, one, you think the present advisory council system is effective and, two, if not, how do we make it more effective, and, three, do you feel in most States, particularly the ones you are most familiar with, the postsecondary education segment of the educational system is adequately represented on advisory councils?

Dr. **Masiko**. Dr. Smith can answer that.

Dr. **Smith**. All right, if I may.

Mr. **Meeds**. Well, that is a big order for a person that is supposed to be leaving the hearing room now.

Dr. **Smith**. I will try to be brief, Congressman.

Basically I think the effectiveness of the present council is pretty much mandated by the atmosphere or climate in which they have to function. The power base, if it is of the structure where there is a solidness about it and we have a new entity coming on the horizon, then it has to jockey for position.

Unfortunately, in many instances we are the new entity trying to get our fair share of the stakes.

Mr. MEEDS. Do you feel in New Jersey that postsecondary education is adequately represented on the advisory council?

Dr. SMITH. Postsecondary, yes. Community colleges, no.

Mr. MEEDS. Thank you.

Dr. GREDE. I would like to add one comment to what Dr. Smith has said.

My feeling in Illinois on postsecondary education, particularly the community college, is that nominal representation is there in the sense that the individuals there are either top-flight executives or are too busy to get to the meetings or else are people who are on faculties of community colleges, but really not fundamentally interested in the occupational educational thrust.

I would think that some kind of adequate representation of the occupation interest thrust perhaps ought to be more specific.

Dr. MASIKO. Congressman, in response to your question, as far as Florida is concerned, I would say that the State plan for vocational education, which is largely dominated by the existing hierarchy at the State level, determines what happens in our State and personally I am not particularly happy with it.

Mr. MEEDS. We saw that in some other States.

Mr. ENSIGN. In Wyoming the community college sector is represented on the State advisory council, with just one member, however.

Mr. MEEDS. Out of how many members?

Mr. ENSIGN. Twenty-one. There could be better representation there in the interest of balance, obviously. Again, here also, at least in the beginning years of the development of the council there was a rigidity in the entire State organization that was very difficult to work with. That has improved substantially and there are now some of the very rigid categories and classifications that have been done away with and more flexibility is there.

Mr. MEEDS. All right, thank you.

Mr. MUNDT. We are adequately represented, I think, in the advisory council in the State of Washington with the president and a trustee of one of our colleges. The effectiveness of the advisory council is limited, I think, by the size of its staff. It was one full-time paid administrator and a half or part-time secretary. That is the staff.

The council, of course, the advisory council, is voluntary and they are very dedicated citizens. They take their responsibilities seriously, but the single State agency, CCOE, has a staff of between 80 and 100, so you can't be very much of a review mechanism with that kind of a staff.

Mr. MEEDS. Thank you very much, gentlemen, and thank you, Mr. Chairman, for the courtesy allowed me in questioning further.

Chairman PERKINS. Let me compliment all of you. I have one question before I defer to my colleagues. I realized long before we commenced these hearings that one of our major problems is an equitable allocation of funds between the area schools, the vocational technical schools and junior colleges throughout the country.

No one can appreciate more than myself the tremendous growth that you have had in technical education within your community colleges. Undoubtedly you are better qualified in the area of business occupations and business professions. On the other hand, you can compare the State of Washington with the State of Kentucky. In many respects the State of Washington had the much better coordinating board at the State level. That will be another problem to be solved in connection with equal distribution of funds.

But, unless a youngster at an early age gets some basic instruction and some basic on-the-job training in his certain trade or craft, such as masonry or carpentry, he will not become much of a carpenter if he commences for the first time to learn about simple tools when he is in the community colleges of the country.

Basic education will have to play a great part in the equal distribution of the funds.

Another thing that concerns me is that we know we are going to need more flexibility in some States than we will need in others. That is because you have a tremendously higher dropout rate in certain sections of the South. These dropouts will want to go immediately into an area school or some satellite of an area school where qualifications are not so high as to refuse them admittance. This is the flexibility I am speaking about.

Let's just assume that we have a set-aside for students who have left or completed high school, commonly called the "postsecondary set-aside." Do you believe that all of the funds should be used in community colleges, even though there are poorer areas of the country, such as my congressional district, where there are very few community colleges?

Go ahead and comment on this, all of you.

Dr. MASIKO. It is true, Mr. Chairman, a couple of us here come from large metropolitan areas and we have a concentration of certain kinds of problems, but the community colleges serve the entire Nation and there are, I think, a very few congressional districts that do not have at least one community college in them. Mainly these are fairly small and hard-to-find out-of-the way rural areas. They have very urgent and specific transient problems that we are very much concerned with, too, so there is no single solution to the kinds of problems we are concerned with and we, too, want a kind of flexibility so that we can address these great variations in the nature of the problems.

I don't think any of us would say that all of the money ought to go in anybody's—or in any direction or at any particular level. We are just making a point that there seems to be a natural development, a natural interest in the level at which the community colleges are operating the technical institutes and some of the junior colleges, and this is where the people are anxnous to come and are willing to come and we have developed an expertise in many of these areas.

The society is demanding certain levels of competence which we are, I think, admirably equipped to provide and we want to do the job and we can put it all together, but we do need help from the Congress.

Chairman PERKINS. Yes. I appreciate that answer.

I would like to also hear some of you other educators comment on the concerns I have just expressed.

Dr. SMITH. Mr. Chairman, I certainly, coming from Newark, N.J., am fully cognizant of the sharp line of demarcation there might be between what we have and what you have in Kentucky, but I would like to reiterate what was said by Dr. Masiko and by the same token say that we are concerned, aware, though that adjustment must be made based on regionalization or sectionalization, that certainly you can't, in recognition of anyone, in keeping with what the President said, we can't say what is good for New Jersey is good for everybody. We have to be mindful of the fact that the construct of the Nation is what we want to address in its totality and have to in some way make provisions for some areas that are basically rural and there may not be numbers that we have, but somewhere in the composition of the legislation there should be addressed the needs of that particular community and we really subscribe to that sort of speaking.

Dr. GREDE. I don't think I tried to make a case for the vehicle of the community college a delivery system for whatever is needed by, say, disadvantaged adults. The case I mentioned in Chicago, perhaps that kind of school system wasn't doing the job, no longer could do it, and the community colleges picked it.

I would point out that the kind of program we offer is really not done in any kind of physical facility identified as a community college, but really done in 250 operations throughout the city, which is libraries, which is in private businesses, which is community agencies, store fronts of all kinds, high schools, so that I think there is a great deal of flexibility in the kinds of delivery patterns that can be adopted and it has been up to the community college because of its flexibility and perhaps because of its philisophical approach at this point seems in some cases were available to be the best deliverer of these services

Mr. ENSIGN. Mr. Chairman, I think we have a tendency to think about our delivery system, where we have over the years community colleges or high schools or whatever, in a sense in the terms of bricks and mortar rather than in terms of something that can be creative and innovative outside of the four walls of the classroom.

This is where, again, the partnerships with business, the partnerships with other institutions in whatever part of the country, we want to talk about, can become viable. I agree that there are all kinds of systems that we can use with some imagination breaking away from some of their rather rigid structured systems that we have had in the past and certainly we must address ourselves to every quarter and in every section of the country and live up to the charge we have as comprehensive community colleges, addressing ourselves to the needs of all communities wherever they are found and try to lift that particular community with its educational, its recreational, its cultural requirements.

Chairman PERKINS. Thank you. Go ahead, Mr. Mundt.

Mr. MUNDT. Mr. Chairman, you mentioned the need for striking an equitable balance and I think that is a very worthwhile concept. This has been possible, I feel, in the State of Washington. The Federal vocational moneys in our State are distributed to the two large operating agencies, the superintendent's office and my office, approximately on a 50-50 basis. I think for fiscal year 1974 the superintendent will receive about 52 percent of the Federal vocational moneys and my agency will receive about 48 percent of the moneys that are distributed.

I think this is very legitimate. You are certainly also correct, and we subscribe to the need to develop career appreciation and awareness in the lower grades. If there is not an awareness of the need to work and produce and an appreciation of the world of work in the lower grades, it is too late, at least it is more difficult to begin to pick up those pieces in the postsecondary part of education, so I find the concept of career education to be a very congenial concept and these are essentially the responsibilities of the superintendent.

We take off where the K–12 system finishes so I think an equitable balance of Federal expenditures is very possible in that sort of continuous activity.

Chairman PERKINS. Congressman Quie.

Mr. QUIE. Thank you, Mr. Chairman.

I have been looking at your table in regard to your summary recommendations.

No. 1, you say occupational educational programs should be increased to a minimum of 40 to 60 percent. Going over the appendix in tab C, you have a table where there is a great variety of percentages of expenditures going to postsecondary adult education, and I note that the share of the Federal money that goes to secondary and, in many States, to secondary and postsecondary coincide.

In North Carolina 47.2 percent of the total expenditures go to secondary and 45.4 go to postsecondary; and in South Carolina it is 91 percent of the total expenditures go to secondary schools and 7.8 percent go to postsecondary. Indiana is 84.2 percent go to secondary schools and 14.2 percent go to postsecondary and Iowa has 27.8 percent going to secondary and 64.5 going to postsecondary. Both pairs seem to be similar States.

If you take a look at this, there is a kind of disparity, New Jersey has 86 percent of total expenditures going to secondary and New York is 69 percent, and a great variation all over the lot. How do you account for that in the States? This isn't the Federal level. The State governments—why are some spending so little for postsecondary education, which you would be concerned about? I also ask why some others spend so little on secondary education?

Mr. SMITH. If I may, Congressman, I think that disparity reflects a number of things. First, in a number of communities there are two viable entities maybe, the elementary education system or the secondary education system, and then perhaps a 4-year university system without an intervening entity there to make accommodations for people primarily interested in vocational occupational education.

I think that probably dominates a couple of them. There is no constant here that is applicable to all of the States that we can take out and say, "This is what we find to be the rule rather than a deviation" and, with that thought, in New Jersey our community college system was late in developing and it was primarily concerned with instruction in the formative years and our institution is a relatively new one and didn't have students until September of 1968, and you had the long established traditional group that was just not going to give up a portion of the pie without a hassle and we think right now we are a viable conduit for the purposes alluded to by this committee. Therefore, in the near future we should be able to make some adjustments that are meaningful in that figure.

Also, if I may, Congressman Perkins, going back to your question a few moments ago, I do recall last year this time doing some work for the National Endowment for Humanities and felt quite elevated by the accomplishment that was being taken by Alice Lloyd Junior College, reaching out to segments of Kentucky Community that heretofore had not been recognized.

Dr. MASIKO. Congressman Quie, I would suspect that there is great variation, some of which you pointed out, which could well be a reflection of the relative strength of the State vocational education department in the respective States.

Mr. QUIE. Is this postsecondary?

Dr. MASIKO. No. Secondary gets the bulk of this. In some of the States where the community colleges and technical institutes are developing and getting strength, they can make a better showing. I know it may be unwise for me to say so, but I have been taking a look at the figures here for the State of Florida, my State, and my own experience just does not stack up with what I see here in the official statistics.

When I go back home, I am going to do a little inquiring and I would like to get some of the money it says we get here.

Mr. QUIE. We had a hearing out in Minnesota, and the figures stack up with what we heard in Minnesota. Let's see if Wisconsin stacks up. It stacks up in Wisconsin as well and in those States in which we had hearings.

Mr. MUNDT. I don't think Washington coincides either with my information. I think you had better go behind some of these statistics. There must be some other explanation for some of these percentages.

Mr. QUIE. At least Washington is within the ball park of the recommendations anyway. I would like to ask the total amount of money here that goes for secondary, Mr. Mundt. The other percent is Federal moneys. Does that correlate with your line of thinking?

Mr. MUNDT. My figures for fiscal 1972 would indicate that the superintendent's office received slightly more in Federal vocational moneys than the State Board for Community College Education did. That is not consistent with this table.

Mr. QUIE. That is mixing apples and oranges, isn't it?

Mr. MUNDT. Well, the superintendent's office is in charge, of course, of the secondary and our office is in charge of the postsecondary. There may be some money in the postsecondary in the table for vocational technical institutes, which would be about the only explanation I can think of.

Dr. MASIKO. Mr. Quie, at the bottom of tab C, which is the one you are looking at, the bottom of the first page there, you have three States identified, Georgia, Minnesota, and Montana, and the percentage of Federal expenditures in postsecondary education. Then at the top of the next page——

Mr. QUIE. Page 2?

Dr. MASIKO. No; page 1 at the bottom there.

Mr. QUIE. OK.

Dr. MASIKO. Then when you turn to the next page you find when you break down the postsecondary funds, the percentage going to community colleges is quite a small proportion of that total Federal expenditure.

Mr. QUIE. I wonder. You have a vocational school and community college in the same city. I know in Atlanta is such a city. Students walk across the street from one to the other. The person in the vocational technical school, if he wants to go to a junior college, doesn't take a course at the junior college; he just leaves one school and goes 10 feet to the other one. It is hard for me to understand.

Of course, you have on the third page the pecentages that go to community colleges, and it strikes me that Georgia has zero for the technical institute. I wonder now, are both technical schools considered vocational?

You know how it is when you work out of your council, you let them know where you spent it and what you have you put in miscellaneous. They have Georgia as 99.7 percent miscellaneous.

Dr. MASIKO. Those may be the area vocational schools.

Mr. QUIE. Area vocational schools, no technical schools connected with it?

Dr. MASIKO. I don't think in Georgia.

Mr. QUIE. 40 percent to 60 percent of the money in the vocational educational funds of the State ought to be spent at the postsecondary level. You are mentioning Federal funds, but that probably means the proper mix of the total expenditure. Would that be about right?

Dr. MASIKO. We have a couple of States that already have achieved this and are doing very well and we would like to raise the national standard up to that level. We think we can make adequate and effective use of the funds.

Mr. QUIE. There are more than a couple of States that have done it, but some of the States have not done it. I wonder about that.

Let me ask you, you say that you ought to have a community college unit in the Office of Education and why do we need this?

You said that in the testimony. I never really got a hold on having the community college unit. At one time community colleges needed special help, but one of our colleagues said, "It was sort of like the measles once—you get one; every community gets one." That spread in Florida, as it has been out in Minnesota.

It seems to me in community colleges in most of the States, you don't need that special help or security. I don't really understand why you need a community college unit in the Office of Education.

I recognize you don't ask to have a bureau in vocational education.

Dr. TIRRELL. Congressman, I think the testimony shows with 1,000 colleges and 3 million enrollment, there are only two people in the entire U.S. Office of Education with any community college experience. That is our position with the Congress and this committee appropriating sizable funds and funneling through that mechanism there ought to be people there with understanding and rapport with the community college field.

Mr. QUIE. How about Joe Cosand heading up higher education? Are you aware of that?

Mr. SMITH. I am sure we are but no one man can do the job.

Dr. MASIKO. Let me add he didn't last too long, so any particular advantage he might have had is of short duration.

Mr. QUIE. I gather it would give community colleges some help to have a Bureau of Vocational Education over in the community college unit.

Dr. SMITH. That is what we asked for in one of our recommendations.

Dr. Masiko. We found in our State that a separate organization to administer the community colleges system has worked very effectively. And we are, in our suggestions to this committee, suggesting that the vocational education funds be moved over into this area for simpler distribution.

Mr. Quie. I don't know. It just seems to me that the thing that has always bothered me for years is the inability of community colleges and vocational technical school people to get together. In some places they do. But there seems to be a war going on between them, and anything has been used to maintain that division. I would think of what you are talking about as having merit.

Dr. Smith. Sir, I don't know if we are staying separate. It may appear that way at this level. We can say in New Jersey that over the years we have become much more compatible as the years have passed with a better understanding developing for each of the thrusts that is embodied in the institutions in Newark where we are. We have a Technical Careers Institute that has received about $6 million in an EDA grant and we gave up 3.2 acres of our campus right in the heart of the city of Newark and we are right adjacent, similar to a situation you alluded to in Atlanta.

We have the same Advisory Board and we use their Council for occupational programs and by dialog it means a transfer. We found no one with a transfer from a technical institute for that sort of thing while taking courses at our place working toward a degree.

I think we are developing a dialog. Unfortunately, as in our society if you have 90 percent of the population being of one composition and 10 percent of the other, you don't have a war or struggle. The problem comes when each fellow starts flexing his muscles and sees that he has about equal strength.

That is where we are right now. I think we have developed a parity that causes concern on the part of others which certainly, perhaps, and experts are indicative of quite an accomplishment on the part of both institutions and willingness to work together, I think, will bring greater dividends in years to come.

Mr. Quie. Let me ask you about recommendation nine where you said the Congress should consider whether local advisory councils be established and you mention the National Council. In the National Council, the Advisory Council is appointed by the President.

We didn't want the Office of Education to make appointments. In the States the Governors appoint their advisory councils. Who was to do the appointing of the local advisory councils?

Dr. Masiko. Any one of us here.

Mr. Quie. Anybody. The summary by Dr. Smith expresses the agreement of all of you?

Dr. Masiko. Let me tell you what we do in Miami, Fla. We have a coordinating group consisting of the representatives from the community college and also from the Dade County School Board. For their courses they have their own advisory council or committee. For each of our occupational programs we have our own advisory committee.

We think it would be very sensible if we got together and had a single overall advisory committee representing all of vocational education covering both levels. As a matter of fact, we ought to get the State universities involved in this, too, since some of our students are able to transfer their technical work into a 4-year program, but we don't think there ought to be a competitive committee.

We think that the important consideration of mobility of the students from one level to another should be understood by members of an advisory committee and there is no reason at all why both systems working together could not agree on who some of the outstanding people in the community should be to serve in this capacity.

Mr. QUIE. In other words, it is the system that ought to do the appointing so that postsecondary schools and the technical schools and community colleges, and probably 4-year students as well, are all under one local advisory council?

Dr. MASIKO. I think the agencies involved should be involved. If you have private institutions doing work and even, you know, industry does this type of work, too, there is no reason why it could not be a broad cross-section group so everybody knows what the other one is doing and avoid overlapping and duplication and unnecessary competition.

Mr. QUIE. You get no problems, or you have lesser problems, in the States where community colleges and vocational-technical schools are unified as far as the Federal Government is concerned. Taking California as an example, you have no problem with secondary as a part of that and local unit taking care of secondary, because you are dealing with units in particular States. Where there is a portion of postsecondary money that goes to community colleges and a portion of postsecondary money that goes to vocational education technical schools and the colleges and schools serve different regions; and when you have to combine these institutions with the secondary schools you have an administrative problem it seems.

Who is your appointive officer in our Federal office?

Mr. MUNDT. There is another contemporaneous aspect and that is application of the Comprehensive Employment Act and the Manpower Planning Council is prime sponsor.

My staff has advised me that there is a sufficient overlap there of similarities between CETA and vocational activity that were involved in the local advisory councils, so perhaps there should be some kind of overlapping membership contemplated in the local advisory councils.

Mr. QUIE. You are suggesting then we use the same prime sponsor concept in determining what that local area is, say, if you had 100,000 population or more or a combination of that for one local advisory council for that area and then leave it to the Governor to decide and the rest of the States how it is set up.

Mr. MUNDT. I don't have a specific recommendation. I just call your attention to the fact there is a similarity of interests here and I think probably you should take it into consideration in developing recommendations.

Mr. QUIE. Thank you.

Mr. ENSIGN. One more thought, Congressman. I believe there needs to be more dialog between the community college sector and the high school sector and the higher education sector and all and as to how an advisory council might be appointed.

I remember the time I was serving on the regular school board and also on the college board and tried to get the two boards together to just talk to each other. There was a great reluctance because they thought their problems and opportunities were so dissimilar.

Finally, a program was arranged, a meeting began at 7 with dinner and got through at 1:30 in the morning and from then on these people began getting together and now students are being bused from the high schools to community colleges for occupational programs from the community colleges to the high schools, where there are facilities there that are needed by the community college.

We are getting what is in fact coordination of these kinds of activities. If you put 100,000 population criteria on this, Wyoming would be in serious problems and other States as well where this kind of smaller unit of coordination guided by an advisory council is essential and it seems to me that where there is leadership in a community, whether it is found in the high school or found in the community college or found in business or found wherever, that they can draw these factors together and give this kind of meaningful cross utilization of existing facilities and resources. I think that it would be well to have it structured that they develop that way.

Mr. QUIE. I like the idea or the concept you are talking about and the implementation of it, but I am struggling with it. I note that you probably were the catalyst and that we don't understand all of the States well enough. We have to have flexibility out there. Who is going to be in charge? Somebody has to be a catalyst, you say.

Mr. GREDE. Without realizing what may come up this may be in part I think as a result of the fact the State boards, in my judgment, have never been able to make the kind of articulation necessary between secondary and postsecondary.

It may be at the local level where we have a face-to-face relationship, let us say, between the Chicago Board of Education and the city colleges where there has never been a kind of formal group which has been able to work out some kind of program articulation where a student can move with ease through the whole system.

We find developments, for instance, in specialty areas. We have what we call a health manpower consortium which gets together people in a particular specialty, across the full range which includes the community colleges, senior institutions and the employing institutions and I think that perhaps another kind of approach which may be forthcoming.

Chairman PERKINS. Let me at this point call on the distinguished gentleman from Florida, Mr. Lehman, from whose district comes the chairman of this panel. I do want to mention also that Mr. Lehman will have part in writing this legislation.

We know he regrets he was not here earlier to introduce the first speaker and the chairman of the panel, Dr. Masiko.

Mr. Lehman.

Mr. LEHMAN. Thank you, Mr. Chairman.

I want to apologize to Dr. Masiko, an old and dear friend of mind, but I was not here earlier because I had a few functions to take care of in my office that seem to keep coming up on the spur of the moment, but it is a privilege to have Dr. Masiko here.

I think one of the things that has been so good about community colleges is that they do work, they do a good job, and they can do a good job in vocational education. I want to be sure these institutions have the opportunity to participate not for their sake but for the sake of the people who want to get into vocational education.

I can't help but see how well Vocational Education is working, whether it is in science or medical and paramedical facilities, or whatever, it is working and I am going to do all I can in this legislation to see that vocational education is adequately funded.

Thank you for coming.

Chairman PERKINS. Mr. Steiger.

Mr. STEIGER. Thank you, Mr. Chairman.

If I may, I'd like to follow up this problem of the advisory councils. Dr. Smith, first of all, I must say your statement has been very useful and I enjoyed having a chance to listen to your testimony. However, in recommendation number eight of your summary you say, "We urge that appropriate steps be taken to insure that postsecondary occupational education institutions and community colleges are adequately and meaningful represented on State advisory councils."

What do mean by "adequate and meaningful"?

In Washington, Mr. Ambassador, you say you don't thing it is "adequate and meaningful" because you have 1 out of 21?

Mr. MUNDT. We have 2 out of about 15.

Mr. STEIGER. You have 2 out of 15. Is that adequate and meaningful?

Mr. MUNDT. The way it works out I think we feel we have an adequate hearing in that group. There are many other people from business and from labor, agriculture, as distinguished from institutional representatives. There are a couple of representatives that are there to defend the interests of the superintendent of public instruction. So, the institutions are adequately represented on the advisory councils. The advisory council does not have to be composed of just institutional representatives.

Mr. STEIGER. As a matter of fact, perhaps we could solve this problem if we were to eliminate institutional representation.

Mr. MUNDT. I think institutional representation does bring about discussion and knowledge of problems of operating these institutions and they should be there.

Mr. STEIGER. OK. How do we define "adequate and meaningful"?

Mr. MUNDT. Congressman, I might pass the buck and say we are hoping that you will, but in trying to be helpful we know full well whether "John" says 3, 2 or 15, too much depends on the composition of the 2 individuals, whether you can get your share out of the part if you have 13 others to do battle with.

We are saying here that if representation, and I think, this being the House of Representatives, that if representation is what we are asking for in an adequate and meaningful way, we want to make sure there is not a disproportionate amount of the other segments in the community and that we have a fair and equitable representation. It will be meaningful if we get the numbers, but I think, too, of the quality of the individual.

I may say if we get 3 out of 15 and there are 4 or 5 other groups that have to be represented other than our 3, they may be ending up being total donkeys and we may get nothing, but if we have 3 thoroughbreds running there, we will come out with a good share of whatever is being given out, so I don't think I can in a rather definitive way say, "This is what we consider adequate," or "This is what we consider meaningful," but my thrust would be if you can determine the factors for the proportions of society that need representation, then establish equality and once you do that we have to make sure we do our homework to see to it that we get some people of quality there representing our interests and that will give us the adequacy we need.

Mr. Steiger. That is helpful.

Go ahead.

Dr. Masiko. Congressman Steiger, if I can pick up Congressman Quie's question about the local advisory committee, first, we would like the opportunity to do some thinking about this back home among ourselves and to come up with some suggestions or recommendations to the committee.

One of the questions I have with reference to these committees is whether or not you are thinking of political types in the makeup of these or whether you are thinking primarily of education and/or people in business or industry and the citizenry generally.

It would make a difference in what kind of response one would give.

Mr. Steiger. In behalf of Mr. Quie, I think it would be helpful if perhaps you would supplement your testimony with some commentary on how you perceive a local advisory board, who appoints it, who ought to be on it and if you go that route at all.

Mr. Quie. If you will yield, I think there are some operating now and perhaps you can indicate where they are. This voluntary setup and perhaps their experiences will help.

Dr. Masiko. I think our Florida system is a system doing a pretty responsible job. It does not work as at least we think it ought to, but at least we have a mechanism for getting these two mechanisms together and we have it in our own shop in Dade County, but, you know, two equal forces coming head to head, who resolves what and how does the thing work out?

But we will be happy to work on this and submit further testimony, if we may.

Now, on the State Advisory councils, we might suggest that there might be more people on it. We would feel very strongly that these committees need people on the working level who understand the operation. They need not be a majority and maybe they should not be a majority, but somebody who understands what is going on in the field to help the advisory committee.

We think the councils ought to have more staff so they can do a more responsible job. We might want to suggest that the representation insofar as it coming from the educational sector might bear some relationship to the proportion of students in vocational education at each of the major segments.

Mr. ENSIGN. I was privileged to be the chairman of one of these councils for 2 years. I really think the general makeup of the council is pretty good. The balance that is suggested is really a good balance.

We did feel a little later on that the community college sector was not too well represented. I remember in 1970 there was $90,000 of Federal funds to be divided between seven community colleges and I don't know that that is quite adequate or meaningful.

Chairman PERKINS. Thank you.

Let me compliment all of you distinguished representatives of the American Association of Community and Junior Colleges for your most complete testimony.

I want to thank all of you for your appearance. You have been very helpful to the committee, and we will be in contact with you in the later weeks and months as we proceed to write this legislation.

The committee will stand adjourned, subject to the call of the Chair.

[Whereupon at 12:30 p.m., the committee was adourned, subject to the call of the Chair.]

[American Association of Community and Junior Colleges, exhibits A through P follow:]

EXHIBITS

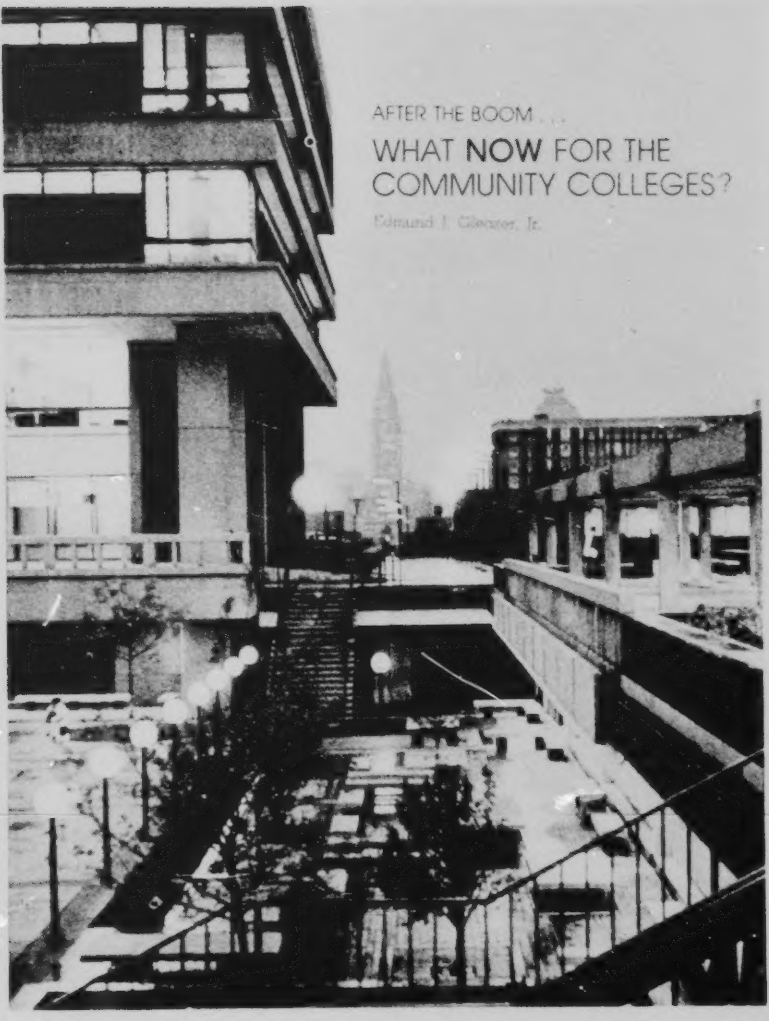
TAB	
A	"After the Boom...What Now for Community Colleges?", by Edmund J. Gleazer, Jr., reprinted from December/January 1974 Community and Junior College Journal.
B	"Beyond the Open Door...The Open College", by Edmund J. Gleazer, Jr., reprinted from the August/September 1974 Community and Junior College Journal.
C	Distribution of vocational education funds to postsecondary level, "Vocational Education Information No. V", U.S. Office of Education, Bureau of Adult, Vocational and Technical Education. Fiscal Year 1972.
D	Digest of 2-Volume "Reports on the Implementation of the Vocational Education Amendments of 1968", General Subcommittee on Education, Committee on Education and Labor, House of Representatives, November 1973.
E	"Articulation of Post-Secondary Programs in Occupational Education, by E.B. Moore, Jr., Nathaniel D. Smith, and E.L. Kurth. A Publication of the Center for State and Regional Leadership, Florida State University, University of Florida. November 1973.
F	"Career Education at Illinois Public Community Colleges", by John J. Swalec and Fitcher Weathington, Community College Bulletin, March 1974.
G	"Enrollment in Illinois Community College Occupational Programs, Fall 1973", Illinois Community College Board.
H	City Colleges of Chicago: Occupational Programs by Divisions
I	Letter from Calvin Dellefield, Executive Director, National Advisory Council on Vocational Education; memo describing contents of "Duplication, Gaps and Coordination of Publicly Funded Skill Training Programs in 20 Cities: Volume I, Research Report", a study conducted by the Center for Priority Analysis, National Planning Association.
J.	Ibid. Highlights of the Study.
K	Letter from Dr. Frank Chambers, President, Middlesex County College, Edison, New Jersey
L	Letter from Saul Orkin, Dean of the College, Somerset County College, Somerville, New Jersey
M	Memo to Dr. Alban E. Reid, President, Black Hawk College, Moline, Illinois, on "Cooperation between Black Hawk College and Local Proprietary Schools"
N	"Husky Oil's Summer School and Work Program," Chamber of Commerce of the United States.
O	Letter from John C. Mundt, Director, State Board for Community College Education, State of Washington; Copy of "Interlocal Cooperative Agreement"
P	Manpower Training in Community Colleges, by Andrew S. Korim. AACJC Publication, 1974

TAB A

AFTER THE BOOM . . .

WHAT **NOW** FOR THE COMMUNITY COLLEGES?

Edmund J. Gleazer, Jr.



AACJC

The American Association of Community and Junior Colleges, established in 1920, represents some 1000 institutions involved in postsecondary education. A majority of the members are community and junior colleges, though the roster also includes two-year technical institutes, and branches of universities. In addition, the Association provides opportunity for individual affiliation and for affiliation of organizations interested in the advancement of postsecondary education.

An elected board of directors governs the Association. Committees, commissions, task forces and councils, made up of persons from the field, engage in planning in such areas as administration, curriculum development, instructional improvement, student personnel work, and legislative affairs. Activities of AACJC include a wide variety of services to members and special projects organized to advance various institutional programs.

The Association publishes handbooks and reports related to project and other activities. *The Community and Junior College Journal*, from which the accompanying article is reprinted, is the monthly magazine of the national organization.

Edmund J. Gleazer, Jr., author of the article, is president of the national organization. A former junior college president, he has headed AACJC since 1959. The article stems from Dr. Gleazer's and the Association's current concern with staff and administrative development in community and junior colleges.

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AFTER THE BOOM . . .

WHAT **NOW** FOR THE COMMUNITY COLLEGES?

Edmund J. Gleazer, Jr.

The decade of the sixties was one of growth in numbers of people of college age, numbers of institutions, and funds for educational purposes at both state and federal levels. There were more people and more people who wanted to go to college. The number of Americans between the ages of 14 and 24 increased by 52% during the 1960's, more than five times the rate of increase of the preceding three decades. And it was this increase in the young adult age group coupled with national social goals and individual aspirations that led to the greatest decade of expansion in the history of postsecondary education. The community college was a significant part of that expansion.

THE SIXTIES

Late in the 1950's, as the states faced up to the necessity of meeting an unprecedented demand for education, master plans for postsecondary education were developed. Alternatives were sought to establishing a state college in every county. Private institutions gave the impression of having all they could do. The public sector had to expand and in its expansion some educational opportunities were centralized while others were decentralized, the latter resulting in establishment of community colleges within commuting distance of most citizens.

Not only did the colleges emerge as expression of state policy, but there were powerful community forces at work. "If this is going to be a good place to live, if we are going to hold our young people in this area, we need a college." That was the message expounded in hundreds of newspaper editorials and sounded by chambers of commerce education committees. Often the desire was for a "regular" college, but economic realities suggested the advisability of "settling" for a two-year institution. It is important to see that the community college was both an expression of state planning and a culmination of substantial interest in the local community.

"Community colleges now exist in a far more competitive environment than that of the sixties."

The result was a big story in American education—the establishment of five hundred community colleges in about a ten-year period. Growth was the dominant theme, with its counterpoint of community satisfaction at having additional evidence of a progressive community. "Junior Grows Up" was a headline in a national publication. And junior did—with the number of institutions doubling and enrollments more than tripling. It was the period of the boom in American education and "junior" was in the middle of it, basking in new and thoroughly enjoyed public recognition.

THE SEVENTIES

Now we are into the seventies, and the climate is less conducive to "basking." Fast becoming a golden memory is the exhilarating growth period with its built-in forgiveness features for mistakes in judgment and ineffective performance. Hard social facts command attention. The population in the age group *traditionally* served by postsecondary education is leveling off and will be decreasing for the next 15 years. If the current birth rate trends continue, the percentage of the population that is 15-24 years old will continue to decrease through the year 2000. Over 50% of the nation's high school graduates are now going on to some form of postsecondary education. In some states over 70% continue. This means that the United States has a higher proportion of young people enrolled in some form of postsecondary education than any other nation. Now, experts tell us that substantial increases in overall participation rates of young adults in postsecondary education seem unlikely. Instead, total enrollment is most likely to decline in the next decade.

Educational opportunities are still uneven. The Carnegie Commission on Higher Education in 1971 estimated a need for 175 to 235 new community colleges by 1980 in order to achieve the goal of putting a community college within commuting distance of every potential student.

But in some parts of the country the capacities of both private and public postsecondary institutions are under-utilized, and many institutions are aggressively seeking "customers." There appear to be different perceptions about the value of college as an immediate experience after high school graduation. New questions are being raised about the utility of the college degree as a ticket to a good job. Financial pressures experienced by large numbers of institutions are severe as they attempt to bring costs in line with declining income—income often based upon the number of students enrolled. They find that costs have a momentum not quickly or easily reduced. On the part of the public, a new mood of consumerism is in the air and the quasi-monopoly of academic institutions is being challenged by mounting numbers of people buying services from proprietary educational and training organizations.

Community colleges now exist in a far more competitive environment than that of the sixties. Developmental education, occupational education, and other services considered by the community colleges to be among their distinctive offerings are found in a growing number of institutions that have a new awareness of the educational market. Financial aid programs open up opportunities to the student to choose the institution or the experience that gives most promise of meeting his or her individual needs.

Educational institutions which frequently have been authoritarian in their treatment of the consumer find their controls challenged as resources must be sought on the basis of justification. Obviously, our plans cannot be based on the experience and data of the sixties. We have moved into a new and different period and it is essential that the changed environment be recognized, acknowledged, and dealt with.

A NEW PERIOD OF EVOLUTION

The "new and different period" calls for a response from junior and community colleges different from the first two periods of junior college evolution. In its first five decades of growth, from approximately 1900 to the early 1950's, the junior college was precisely that, the first two years of the four-year college program. The primary aspiration of professionals in the field was for the institutions to be acknowledged as part of "higher education," and for the credits of transfer students to be accepted. The orientation was toward a model of "higher education" with emphasis upon a vertical dimension —the junior college for two years, the four-year college, graduate schools, etc. Two years of that academic hierarchy was the chosen domain of the junior or two-year college.

In the late forties and early fifties, presidential commissions and other national voices called for universal educational opportunities of at least two years beyond the high school. The cry was for institutions that would provide a low-cost, tuition-free, broad, and flexible curriculum to people of all ages in the community. The late Jesse P. Bogue, my predecessor as executive officer of what was then called the American Association of Junior Colleges, wrote a definitive book on the community college in 1950. But it took the social forces of the sixties to bring realization of the concepts in terms of new institutions throughout the country—colleges that, with the developing self-assurance of size and experience, could become more self-directed, less concerned about imitation of the academic ways, freer to innovate, to seek the logical educational forms derived from the characteristics of their students. My national observations in 1971 prompted me to write: [1]

> An educational instrument, the public junior college which had been forged in another time to meet other needs, showed promise of possessing an adaptive and responsive quality to new needs. These needs related to the concept of the word community which was more often modifying "college" in the name of these institutions. Historically, it could be said that first came the change in name, then came the conditions that pressed the college to become what the name stood for.

What *does* the name stand for? No issue presses more heavily upon people in the field than this one. What is the mission of the community college? Who is it to serve? Is it to be defined in terms of the conventional academic model or is it something different? Other issues are derivative from this one. Questions of appropriate financial patterns, characteristics of faculty, learning strategies, and structures of governance all hang on that basic question—who is the institution to serve? And I see the picture changing so markedly that in my view the community college may be entering the third major period in its evolution as an educational institution.

The changes in direction are not abrupt but I do note an acceleration of movement in directions already probed by a few institutions. I look for the movement to broaden, to become purposive, and to be based upon the way the institutions define their fields of activity. Up to this point, community colleges generally have sought to serve effectively the students who have come to them. Open admissions policies have attracted a broad variety of students—a remarkable diversity. Institutional services customarily have been in the conventional academic packages with courses, credits, examinations, grades, degrees, commencements, campuses, classrooms, day and evening programs. In the phrase "community college," the accent too often has been on the word "college."

HOW DO WE DEFINE OUR FIELD?

Crucial to the future of community colleges, to their vitality, to their public support, is the definition of their fields of activity. It will not be out of place in view of the increasing reference to education as a service industry to refer to an article in the *Harvard Business Review* about growth industries and market definition. "Marketing Myopia" is the way Theodore Levitt titles his article: [2]

> Every major industry was once a growth industry. But some that are now riding a wave of growth enthusiasm are very much in the shadow of decline. Others which are thought of as seasoned growth industries have actually stopped growing. ... The railroads did not stop growing because the need for passenger and freight transportation declined. That grew. The railroads are in trouble today not because the need was filled by others (cars, trucks, airplanes, even telephones), but because it was not filled by the railroads themselves. They let others take customers away because they assumed themselves to be in the railroad business rather than in the transportation business. The reason they defined their industry wrong was because they were railroad-oriented instead of transportation-oriented; they were product-oriented instead of customer-oriented.
>
> ... an expanding market keeps the manufacturer from having to think very hard or imaginatively. If thinking is an intellectual response to a problem, then the absence of a problem leads to the absence of thinking. If your product has an automatically expanding market then you will not give much thought to how to expand it.

"Obviously, our plans cannot be based on the experience and data of the sixties."

Levitt uses examples from motion pictures, the petroleum industry, dry cleaning, electrical utilities, and grocery stores to show what happens when an industry defines its chief product in the narrowest possible terms.

> The view that an industry is a customer-satisfying process, not a goods-producing process, is vital for all businessmen to understand. An industry begins with the customer and his needs, not with a patent, a raw material, or a selling skill. Given the customer's needs, the industry develops backwards, first concerning itself with the physical delivery of customer satisfactions. Then it moves back further to creating the things by which these satisfactions are in part achieved. How these materials are created is a matter of indifference to the customer. In short, the organization must learn to think of itself not as producing goods

or services but as buying customers, as doing the things that will make people want to do business with it.

A truly marketing-minded firm tries to create value-satisfying goods and services that consumers will want to buy. What it offers for sale includes not only the generic product or service, but also how it is made available to the customer, in what form, when, under what conditions, and at what terms of trade. Most important, what it offers for sale is determined not by the seller but by the buyer. The seller takes his cues from the buyer in such a way that the product becomes a consequence of the marketing effort, not vice versa.

How do we define our field? Levitt maintains that every major industry was once a growth industry. Community colleges were certainly that through the sixties. But if now we define our business as community colleges, are we likely to suffer the experiences of the railroads, the near escape of the motion pictures, or the fate of grocery stores in their takeover by the supermarkets? Is our field community colleges or postsecondary education?

WHAT DO PEOPLE WANT?

In Dallas, St. Louis, Miami, Denver, and scores of other places, the colleges are now there. The railroads are, too, but people choose to go by plane. What is it that people in the communities want and need to which the college can respond in service? Do we know? How do we find out in a continuing way? Educational institutions have often assumed in the past that they possess something that the public needs and the public will come for it—something the individual needs to "get ahead"—to become credentialed, as a "foundation for life." The attitude has often been, "We know what you need. Come and get it (or try to)." In the future, fewer numbers may be willing to make the trip. But suppose instead of challenging the citizens to storm the citadel for its prizes this community-based institution started with the "customer's needs." Suppose the approach were to "create value-satisfying goods and services that consumers will want to buy." What kind of needs would we find?

Career development would surely be one. People of all ages are pursuing a search that begins with the question—"What are you going to be when you grow up?" People of the community continue to need information about job opportunities, requirements for job entry, possibilities for upgrading or retraining, and the requirements for these. They also need ways of identifying their own interests, aptitudes, and potential and to find out where job placement services are available. May I say again that such interests and needs are no longer confined to high school and college age students, but persist throughout a person's life. Can the community-based postsecondary institution be responsive to these pervasive and continuing needs?

There is no question about needs for *individual development*. Young people seek a sense of identity. They look for help to cross that uncertain threshold to adulthood in a society in motion. One of the most serious problems facing us, we are told, is the mounting incidence of mental and emotional disorganization. Can a community-based educational institution provide responses to individual feelings of anonymity and alienation? Can it assist the individual to establish and achieve personal goals? How does the community college do this during the individual's lifetime—in the transition from youth to adulthood; then with the questions, concerns, and anxieties of the individual in mid-career; and later with the older individual anticipating retirement and adjustments to the problems and possibilities of age? Are there any clues to service in the report that 27 years from now 50% of the people in this country will be over 50 and one in three will be 65 or older?

"How can community colleges contribute toward more effective family relationships?"

We may find community needs for services in *family development*. Most adults carry responsibilities for family life, a most complex assignment, with a minimum of organized preparation for the various roles played. The extent of family disorganization has been amply documented. How can community colleges contribute toward more effective family relationships?

There are needs for *institutional services*. For example: Demands are placed on governmental agencies (local, state, and federal) to improve the delivery of services through extensive programs to upgrade existing employees and to improve training and educational opportunities for new employees. Under federal revenue sharing, funds will be made available to state and local governments for their allocation to community priorities, which may be used to improve the quality of the delivery system in state and local governments.

We have had conversations with representatives of the National Training and Development Service about how the interests of that organization and those of community colleges could relate toward benefits to 38,000 units of government nationwide. NTDS is an agency of interest groups serving state and local governments, including such organizations as the Council of State Governors and the International City Management Association. An NTDS vice president notes:

> Part of our mission is to see that mayors, city managers, fire chiefs, state agency directors and county commis-

sioners are held in as high esteem as are fire trucks and airliners when it comes to maintenance and systems overhaul. Our culture values machinery that is foolproof, up-to-date and dependable. And yet, everyday we turn loose on our government agencies and their constituencies, managers and policy makers who have not received a major overhaul since getting out of school.

He believes that community colleges can be key facilitators in a training and development strategy for making public agencies more effective and responsive.

In the field of health care there are institutional needs. David E. Rogers, president of the Robert Wood Johnson Foundation, said recently in connection with a grant to the American Association of Community and Junior Colleges:

> The nation's junior and community college system, with the help of concerted study and action programs organized by AACJC, has emerged as an important training resource for professional staff required by the country's hospitals and related diagnostic facilities. Hopefully, this proposed new Association study will help the colleges to define the steps required in the way of clinical teaching experiences and other needs to enable them to play a similar role in training staff for doctors' offices, community health centers, and settings providing ambulatory and primary care.

"In some places the college provides a focal point, a center, a place and reason for coming together."

What are other community needs? In the expanding field of recreation?—or perhaps for data to plan community development? Johnson County Community College in Kansas City, Kan., assembles and makes available demographic data through their computer services for church organizations selecting sites for new facilities, the public schools system in locating new schools, and to business organizations determining where to locate stores and shopping centers.

Are there needs for a sense of community? Ours is a transient population, a third of the country moving each year. There are ethnic, social, and economic differences among people. At one time the church was a community organization for bringing people together. Now what institution can do that? In some places, the college provides a focal point, a center, a place and reason for coming together. The many communities and varied constituents meet in the context of the college. In this process, more conversations take place, some differences are accommodated, and some over-arching common interests may emerge.

Who will be served? Needs and services may be as different as communities are different. A community college of this kind will define its community and seek to develop its human resources. Although the institutions will be different, I can conceive of some common characteristics.

CHARACTERISTICS

1. *Access to all.* There are a multitude of entry points, both in time and place, for all elements of the community. The college adapts its procedures to meet the convenience and the needs of its clients. I do not have to spell out the ramifications of this philosophy. It is enough to say that unjustified rigidities of calendar, campus, and courses would have to go. The college would facilitate the availability of its services.

2. *A sense of continuing collegiality is nurtured.* Not for a moment is it assumed that the college and the citizen have only one short period of association. The college is there to be used the way the public library is used when there is need and interest. There are provisions for continuing affiliation. At first entry, ways might be considered to plan a life-long program of self-nourishment or continuous self-development. The college has tools available. A strong case for an overhaul of the present exclusive youth orientation of our educational system was made recently by Werner Rasmussen of Denmark:

> With more intensive adult education it may be possible to reduce the pressure on the supplies of education to adolescents and young adults. At the present time there is everywhere a tendency to overload these supplies because they are considered the baggage for a lifetime. We can compare it with an expedition to a big desert—tropical or arctic—where no supply stations of any kind are established. By the time it sets off on its lengthy journey to the desert, the expedition must have large supplies of food and other necessities. The situation would be entirely different if there were stations or depots along the route. The lifelong journey should in the future be supported by supply stations. It will therefore be possible to travel more lightly, which means it will not be necessary to load the memories of young people so much. This will at the same time be of great value to the educational processes during these earlier years. It will be an easier task for the teachers to ensure the motivation and attention of their young students.

". . . consumers are demanding that the structures and processes of education be arranged upon the assumption that persons of any age are to be served."

Rasmussen calls for supply stations for the journey. I have called community colleges educational resource centers for the community. I think Rasmussen and I are talking about the same thing. And more and more consumers are demanding that the structures and processes of education be arranged upon the assumption that persons of any age are to be served.

3. *The college seeks ways to destroy the hierarchy of values now often institutionalized of vocational-technical, academic, developmental, and recurrent programs.* People's needs and plans for self-development are the basis of approach.

4. *There is structural recognition of the market* with possibly a vice president for community assessment needed. Faculty talk about the market. What new products can we market in response to identified community needs? Where are the dollars now going that are spent for self-development in this community? Should some be coming here?

5. *Flexibility to respond quickly to community needs.* As an example, a new hospital is to open. Many

additional paraprofessionals are required. Clearly a long time span to secure necessary approvals might insure that the needs would not be met or that other agencies will step into the breach. The quality of flexibility will have implications for funding patterns, accreditation procedures, and college governance.

6. *The quality of flexibility further suggests the need for performance criteria.* Students begin their association with the institution from where they are. And the starting points may vary widely. It is difficult to conceive of the traditional, conventional academic model achieving success with the broad heterogeneity of population to be served by the community-based, postsecondary institution. There is need for a results-oriented system which will involve measures of performance with diagnosis of student need, measurement of student progress, and—is it too much to suggest—evaluation of teacher performance in terms of student achievement.

CONTINUING OBJECTIVES

The community college that defines itself as a *community-based, performance-based, postsecondary institution* will have four basic continuing objectives:

1. Current, accurate, and comprehensive information about the community and how the institution is serving its community.
2. Access to information that enables the college to develop its human resources consistent with national needs and trends.
3. A comprehensive plan expressed in terms that can be understood and supported by the community.
4. The ability to justify its need for resources and to demonstrate that they have been used effectively.

If it is suspected that the community-oriented, "customer"-oriented institutions are prone to that dreaded malady, "being all things to all people," please note the discipline imposed. The college program will be data based, objectives will be clearly stated, a comprehensive plan will have community support, and the need for resources will be justified and their effective utilization demonstrated.

The approach is not traditional. The traditional approach begins with the courses to be taught. But all indicators point to traditional education as a stable industry. Changes are occurring in the basic concept of postsecondary education and of the clientele for postsecondary education. A service-oriented, postsecondary enterprise will emerge. Will the community colleges continue to be in the middle of it, or will they grasp for recognition as respected academic institutions at precisely the time that new role models are demanded by the larger society?

Back to Levitt's example of the railroads again:[4]

> Even after the advent of automobiles, trucks, and airplanes, the railroad tycoons remained imperturbably self-confident. If you had told them 60 years ago that in 30 years they would be flat on their backs, broke, and pleading for government subsidies, they would have thought you totally demented. Such a future was simply not considered possible. It was not even a discussable subject, or an askable question, or a matter which any sane person would consider worth speculating about. The very thought was insane. Yet a lot of insane notions now have matter-of-fact acceptance—for example, the idea of 100-ton tubes of metal moving smoothly through the air 20,000 feet above the earth, loaded with 100 sane and solid citizens casually drinking martinis—and they have dealt cruel blows to the railroads.

What "insane" notions should we speculate about? How we define our business is one of these and basic to almost everything else. Payment of services, qualifications of staff, strategies for learning, and patterns of control are important issues. But they are derivative issues in their degree of suitability and appropriateness from the nature of the tasks to be performed. Who is to be served?

SOME ELEMENTS FOR CONSIDERATION

What does it mean for an institution to be community based?

Its services will relate to the educational needs of a population generally within commuting distance of its service centers, or the definition of community may be geographic or governmental, e.g., a county or metropolitan area or a section of a metropolitan area. Ordinarily the word community would not suggest homogeneity of socioeconomic and ethnic characteristics.

People who use the facilities of such an institution would not be required to change residence to do so.

There will be local participation in the policy and program directions of the institution. Often a local board will have governance responsibilities or in some cases a local advisory committee. In almost all cases, numerous local program advisory committees will be maintained.

College services and programs will relate positively to the identified educational needs in the areas stipulated as the college communities.

How do we define community college services or community-based, postsecondary education to differentiate from those of the state colleges, universities, and proprietary specialized schools? How do we differentiate from the public schools particularly with reference to adult basic education and vocational education as well as developmental programs?

Some characteristics of community-based, postsecondary education are:

1. *Students stay in the "community"* as differentiated from "going away to college." They continue to live in their own residence or that of their parents. They will be encouraged to be active participants in community drama, publications, orchestra, political life as contrasted with college theater, music, etc., and student government.

2. *Community facilities and resources will be used in the institution's services.* Programs will be made available in industrial plants,

churches, health facilities, neighborhood centers, business establishments, and in the schools. Facilities built specifically for college purposes, such as libraries, gymnasiums, and technical buildings will be opened up and utilized by the community as needs and interests justify.

3. *Faculty, administration, and board will have interest in and knowledge about the community.* College personnel will have responsibility to maintain a continuing inventory of data required to set college priorities. Pertinent information will be available not only about students but the environments from which they come.

4. *The college will serve as "broker" in seeing to it that identified postsecondary educational needs are met either through its services or other appropriate institutions.* It will accordingly exercise initiative in establishing working relationships with the public schools, vocational institutions, universities and colleges, and other community agencies.

5. *The student population will be a cross section of the communities served.* The enrollments will be widely diversified in age, motivations, educational objectives, socioeconomic and ethnic characteristics, and educational achievement levels.

6. *The college will be perceived as "part and parcel" of the community rather than providing services for the community.* In programming as well as facilities utilization there will be continual interchange between community and college within a specific geographical area. These relationships have been described by one writer as symbiotic rather than paternalistic.

8. *The college will be aggressive in searching out community educational needs.* It may make available information about the community to other community agencies for planning and program purposes. It may provide counseling services. It may contract to train people for specific purposes. It may provide library and recreational facilities. As "broker" it can encourage communication among those social agencies which impinge upon the lives and circumstances of its students. It can offer programs, for example basic adult education, or see to it that other appropriate agencies provide such services. The college is committed to both the individual and social benefits of education and will "merchandise" that concept.

"The college will be aggressive in searching out community educational needs."

9. *College programs will be performance based.* The concept of the college as providing centers of educational resources for the community implies continuing utilization. Frequent entry and exit points are required. Diagnostic measures are required to assist students in establishing justifiable beginning points and completion points for designated units of work. People will be expected to move into and out of the institution as they have needs and opportunities.

10. *Target populations will include a large proportion of personnel not previously found in postsecondary education.* These will include persons who have been unable to continue post-high school education, adults unemployed or in jobs that are obsolete, the hard-core unemployed, women in the community including young mothers with children at home, senior citizens. The effects of serving these populations will include a rising age level, higher proportion of students from lower socioeconomic levels, and larger numbers of "part-time" students.

11. Among the problems in moving toward the concepts presented here:

a. Many adults think that the college is not really for them.

b. Some states provide no community services money.

c. Some community colleges are highly preoccupied with the academic credit and transfer role.

d. Poorest teaching as equated with need is done in adult basic education and in "developmental" programs.

e. Faculty members "love" academically qualified students.

f. Colleges do not have a "good handle" on community needs.

g. Dichotomy exists between occupational and academic education.

h. Facilities dictate programs.

i. There is a serious need for retraining of presidents, vice presidents, and faculty.

These are some thoughts central to a planning effort now underway at AACJC. Reactions of readers would be most welcome as we continue to think through what our institutions, with the help of the Association, should be prepared to accomplish in the years immediately ahead.

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[1] Edmund J. Gleazer, Jr., *Project Focus: A Forecast Study of Community Colleges*, McGraw-Hill Book Company, New York, 1973.

[2] Theodore Levitt, "Marketing Myopia," Harvard Business Review, July-August 1960.

[3] Werner Rasmussen, *Permanent Education*, The Council of Europe, 1970, p. 422.

[4] Theodore Levitt, "Marketing Myopia."

TAB B

BEYOND THE OPEN DOOR

THE OPEN COLLEGE

[illegible]

BEYOND THE OPEN DOOR . . .

THE OPEN COLLEGE

Edmund J. Gleazer Jr.

In the months since "After the Boom" first appeared (*Journal*, December/January 1974) I've been listening to and soliciting attitudes around the field as to where we we're going—not just in reference to community services but to the very essence of community colleges.

If the concept of community services is to broaden from a department of the college or a sector of college activities to represent the total stance of the college, and if the concept of service is to yield to the notion of community *use* of the college as an educational resource for individual and community development, let me propose a framework of a new system and suggest some ways to get us from where we are now to being truly community-based and performance-oriented.

"By the close of the bicentennial year, we should have a coherent and very visible theory regarding the role of the community college in community development."

While there are a variety of factors which both stimulate and support the evolution of the community college "beyond the boom"—economics, values toward both community and education, public accountability, demography and touches of enlightened leadership—it would be a mistake to assume that such a major transition will take place without a ripple. As more than 1,000 institutions (1,400 or more by 1980), in settings as different as North Platte and Chicago, become more clearly community-based, more oriented to performance than credentials, they will encounter several strategic questions in their own development.

1. What are the markets within this community? How do we translate community perceptions into our objectives?

2. Given what we've got to work with, what are the program possibilities *outside* the confines of traditional academic practice; what are the operational implications of these?

3. Having thrown away the packaging from "Higher Education," what are the criteria for success? How do we measure output and summarize it for fiscal, legal, and managerial purposes?

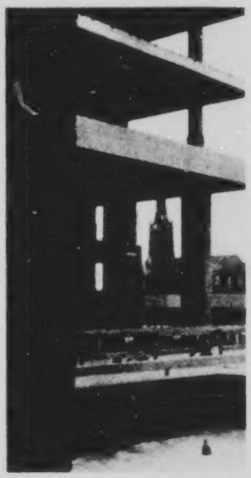
4. How suited or adaptable are the current resources — specifically staff and physical plant?

5. If we're to become something different, how accommodating is the current public policy climate in which we operate?

6. What resources and vehicles are available to provide technical assistance in advancing both the concept and effective practice of postsecondary education which is truly community-based and performance-oriented?

The program proposed here is premised on the belief that the suggestion of a third major period of evolution is not only valid but healthy and exciting. A parallel belief is that the transition described above calls for a comprehensive response by the field through the national association—particularly in the light of AACJC's newly articulated mission: "To provide national leadership of community-based, performance-oriented postsecondary education."

My purpose is to propose the shape of such a response and in doing so to enlarge upon some factors which make it timely and appropriate.



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*An address prepared with the assistance of Michael Kipp and presented at the Conference on Community Services and the Community College, Valencia Community College, April 19, 1974.

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What Must Be Done?

Over the last several years there has been very vocal and widespread interest in "staff development." In spite of the somewhat negative implications carried by the label, its importance to people in the field has been reflected time and again at conferences and in surveys like Project Focus. In fact, this issue among all others bubbled up so strongly at AACJC's first national assembly that "New Staff for New Students" was selected as the topic for the second one. The statement from that forum cuts across preservice and in-service development, stressing the importance of competency standards as a basis for selection and planning, the need for expanding the funds available for staff development, and the need for AACJC to play a pivotal role as a clearinghouse, a lobbyist, and a provider of technical assistance. The tone throughout suggested that the initiative must be taken by the field itself.

In the wake of such an expression of interest it is tempting to accept the mandate and to act, precipitously and single-mindedly, on the issue. To do so, though, would miss the mark on two important counts: first, the relationship between "staff development" and "institutional development," and second, the fact that the "beyond the boom" future will in no way be an easy extension of the past.

The overall effectiveness of a college depends upon many things. Competent staff and adequate funding are certainly critical, but they are insufficient for enduring effectiveness. Two other elements which are extremely powerful are (1) the organizational structure — allocation of authority and responsibility, formal framework, communication processes, work roles; and (2) the climate that develops as people work together — goals, constraints, group relationships, and leadership. Nothing of lasting value will come from an effort to develop staff competence unless it is accompanied by an equally vigorous effort to ensure that organizational structure and climate keep pace with individual development.

In a sense institutional development is really both a context for staff development and a mission-related strategy for carrying it out. At its best, it includes not only training and education, but operations research, planning and goal setting, and team building around situations that are both real and consistent with what's on the horizon.

Meeting the Future on Five Fronts

The words "mission related" are key. Sensing that a new era is at hand, the real challenge for AACJC is to give specific assistance to member institutions as they seek to establish new missions and mobilize resources behind them. This assistance ought to take the form of five highly interrelated programs to help answer the questions posed above.

First: Advancement of the practice and theory of community-based, performance-oriented postsecondary education through a pattern of projects, e.g., the 1974 Assembly and Project '76 (to be reviewed later).

Second: Research on the measurement of output and the use of such measurements in planning, budgeting, counseling, and evaluation.

Third: Analysis of the legal and policy climate in which "community colleges" function.

Fourth: Development of the "new staff for new students."

Fifth: Establishment of a field-based research and development network to provide vital national linkages and pursue the programs described above in given localities.

The burden for the effectiveness of such an ambitious effort rests heavily with the kind of coordination possible through the last of these. In a sense, it represents the hub of the total program; each in turn, though, merits closer inspection.

Promoting the Concept

"What does the name *community college* stand for?" I asked in "After the Boom." "No issue presses more heavily upon people in the field than this one. How we define our business is . . . basic to almost everything else."

One very useful point of departure was offered by Senator Harrison Williams of New Jersey when he introduced the Comprehensive Community College Act of 1969. He said that "these institutions have demonstrated their *potential* (emphasis added) to respond to society's changing needs in ways that bring improvement to the community." Alan Pifer, president of Carnegie Corporation, speaking at the 1974 AACJC Convention, sounded a similar note and proposed that objectives often perceived as secondary be given new priority:

> Other institutions will have a part to play, of course, but I see the community college as the essential leadership agency. Indeed, I'm going to make the outrageous suggestion that community colleges should start thinking about themselves from now on only secondarily as a sector of higher education and regard as their primary role community leadership. . . . Not least, they can become the hub of a network of institutions and community agencies —the high schools, industry, the church, voluntary agencies, youth groups, even the prison system and the courts — utilizing their educational resources and, in turn, becoming a resource for them.

The very phrase "community-based, performance-oriented, postsecondary education" is market oriented. It posits the existence of an over-16 population which is ready and able to "buy in" to self development. We are beginning to recognize that the market is considerably larger than what tradition has led us to expect. Within current confines alone, we know that if every "housewife" took one "course" (anachronistic terms, both of them) every other year, the impact would be an instant tripling of 1972 enrollments. Outside those confines it is mind boggling to think of the market represented by the "learning force" at large.

Item: The post-war babies now 26 years old will be the market for postsecondary education through the year 2000.

Item: In only 26 years, half the population will be 50 years of age or older.

Item: A recent survey by the Ontario Institute for Studies in Education indicated that most adults spend about 700 hours a year at anywhere from one to half-a-dozen "learning projects" *outside* higher education.

Item: Approximately 11.2 million adults (ages 18 through 60), exclusive of full-time students, are now engaged in learning experiences sponsored by non-educational institutions such as labor unions, private industry, museums, professional and trade associations, and governmental agencies. That number is larger than all students now enrolled in colleges and universities.

Zero education growth? Hardly. But the community college is by no means without competition. Many others recognize training and education as one of the growth industries in the decade ahead. Proprietary schools alone have grown from a scant 500 correspondence schools in 1960 to an impressive 12,000 today. The American Society for Training and Development reports that 475 of its members have budgets of $500,000 and over. There are dozens of organizations breaking into the conference and seminar business.

For better or worse, most of those who see a share of this market are prevented by their traditions from playing a thoroughly opportunistic role. The community colleges are no exception. Stated in the extreme, the kind of community education that excited Senator Williams is still a "cottage industry" barred from rapid development by both old and new categories—adult education, extension, community services, continuing education, nontraditional studies, lifelong learning, and even higher education.

To put our own house in order and be prepared to compete effectively, we must move swiftly to chart the dimensions of community education. Granted, every community is unique; dimensions will always differ. We are now, though, in a kind of prescience period where there is no context for either determining the differences or making useful generalizations about dealing with them. In response, the next few years need to be marked by a concerted and unified effort to chart what's possible, extend what's available, and develop a supportive framework for it all. Some of the immediate steps implied are:

Identify and collect current practices. There is obviously a great deal happening right now, some of it on a trial-and-error basis. AACJC needs to bring together the practices which place more emphasis on "community" than "college."

Determine patterns and trends. "We see through our categories." The promising activities of today must be subject to close scrutiny to determine principles and general guidelines. We need to know what seems to work, and under what conditions.

Define operational problems. Using traditional college resources in nontraditional ways places a new set of demands on the institution. We need to know what they are so as to factor appropriate ways of responding into both planning and training.

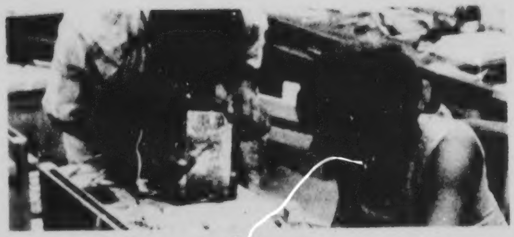
Develop specific skills and techniques. Given a trend to community-based postsecondary education, there are a variety of areas where the state of the art needs to be advanced: defining the community, analyzing its interests, getting citizen participation, promoting a new program, or playing the role of the "broker" in drawing on community resources. While some of these can be adapted from current practice, others need to be developed *de noveau.*

Stimulate the expansion of community education. Using the baseline data generated initially, we need to systematically extend community education. "Systematically" here implies the conscious stimulation of markets (senior citizens) and programs (allied health) through the judicious use of seed money. Stimulation should also be provided via the 1974 Assembly topic: Community-based education.

Objective I: By the close of the bicentennial year we should have a coherent and very visible theory regarding the role of the community college in community development.

Extending Output Measures

Writing in *The Center Magazine* in January 1973, Robert M. Hutchins warned that "a large, conspicuous, elaborate system on which the hopes of so many are pinned cannot hope to escape attack in a period of distress unless it can show that it has intelligible purposes and is achieving them." Though he was referring to the *entire* field of education, his remarks are particularly appropriate for community colleges. Fred Hech-



inger, writing in the *New York Times* a few days ago, criticized American higher education for turning away from intellectual issues to concentrate on housekeeping and bookkeeping. Recent television documentaries about higher education, he noted, have handled the subject as if it concerned the rescue of bankrupt railroads. Stating that "educational leadership — demoralized by present fiscal problems and terrified by a future of declining enrollments—lacks the spirit and the voice to draw public attention to questions of substance," Hechinger calls for a new sense of educational purpose as vital to the nation's progress.

As we specify purposes beyond the traditional confines of "higher education" the necessity of being able to work toward objectives becomes more evident. Without the benefit of some measurement of results other than the production of degrees or the accumulation of credits we are highly limited in taking full advantage of our present momentum. Let us briefly consider why.

"(By 1979) we should have broken the credentials monopoly by . . . opening up the matter of alternative credentials. . . ."

Objectives serve a two-fold purpose: Before the fact they provide the basis for resource allocation; after the fact they provide the basis for evaluation. If the purpose of evaluation is to be anything but punitive (or cumbersome, as its innocuous best), it must be based on the relative success in achieving objectives that do not reduce all performance to an hour of academic credit. This applies whether the evaluation is of students, staff, programs, management, or whole institutions. Unless we can in some way measure performance we have no way of answering the question "who benefits, who pays?"

There has been a great deal of interest recently, and some excellent groundwork, in utilizing cost benefit analysis in postsecondary education. In spite of the excellent work underway in organizations such as WICHE, ETS, and the Illinois Community College Board, though, the passion for analyzing costs far outstrips the mileage gained in measuring output. While this situation endures the entire resource allocation picture in our field will remain static. Funding formulas, staffing patterns, pricing policy, curriculum planning, and the establishment of institutional priorities are all limited by credit-as-output logic. The corollary, of course, is that new ways of defining results will either come from the evolving experience of the field or will be created, out of justified necessity, by the legislative analysts.

The attempt to measure outcomes in education has traditionally met with a great deal of resistance. It always raises the spectre of reducing the drama of human development to an impersonal calculus, or making irrelevant comparisons among personnel, programs, or institutions. While these misgivings are not without basis, they are more extreme than they need to be. For one thing, only the most obtuse technocrat is unaware of the limits of quantification. In matters of planning, though, it can be one of the educator's best devices when order of magnitude is at issue. And in our field, magnitude is at issue. What is more calculating than what Ivan Illich calls "the hidden curriculum of schooling" which dictates that "each citizen must accumulate a minimum quantum of school years to obtain his civil rights"? By the same token, what is more liberating than the 1971 ruling by Chief Justice Warren Burger (Griggs v. Duke Power Company) that any school degree required or test given to prospective employees must measure "The Man for the Job," not "The Man in the Abstract." Herein lies the essential rationale for becoming more "performance based."

If I and others are right in our predictions, the people in our institutions will become more vocal in their conviction that they can make a manifest difference in the lives of individuals and the communities in which they live. Rather than being defensive in the face of pressures for accountability, our field and the Association should take the offense in discovering and making use of the various ways in which that difference can be recognized. Some of the immediate steps which seem necessary are:

Get a picture of the state-of-the art and work in progress by drawing together current research and practice. AACJC needs to maintain not only cognizance but a contributor's and coordinator's relationship with advances in the measurement of output. We need to:

Systematically try it by placing a "measurement-of-outcomes" component on all experimental projects.

Stimulate research on the measurement of output in the affective domain and other areas which do not lend themselves to easy quantification.

Develop an expanding data bank on comparative costs, benefits, operating ratios and the like for use in institutional planning and training.

Develop a set of planning parameters for community colleges moving toward a greater orientation to community.

Develop specific skills and techniques for the effective use of outcome measures; developing objectives that have operational utility; translating student interests into specific objectives; summarizing and analyzing specific results for managerial purposes.

Objective II: Before the beginning of 1979 we should have broken the credentials monopoly by opening up not only alternative routes to credentials, but the matter of alternative credentials themselves.

Reconsidering Public Policy

In commissioning the second Newman Report, Elliot Richardson asked: "How can national policy and federal programs be altered to take into account the problems pointed to in the first Newman Report?" Those who have read Newman's "Agenda for Reform" are undoubtedly impressed with how he rose to the occasion and are encouraged by how supportive it is of emerging values in the community college field. At the same time, though, those who believe that community colleges are significantly different from the rest of higher education sense the need for a comprehensive treatment of community colleges in particular from the standpoint of public policy. At the federal level the deadline for such a treatment occurs in less than two years when current legislation expires.

Beyond that, though, community college operations are largely conditioned by accrediting procedures and enabling legislation from the state capitols. The fact is that on the whole the entire array of laws and policies governing community colleges view them as followers in higher education rather than "leaders in community development." As this latter role becomes more essence than adjunct, we must ask ourselves in detail how well the policy climate accommodates our intentions. In no other way will we be able to take an active role in its inevitable change.

In a 1970 paper on "The Learning Force," Stan Moses of the Educational Policy Research Center at Syracuse rejected the notion that American education was carried out in a three-layer hierarchy running from primary school through graduate school. This, he said, represented the "core," but overlooked a "periphery" in which over 60 million adults pursued learning activities very important to their lives. His purpose was to challenge the monopoly which the educational establishment has over public policy and public resources.

Continuing education ranked low in the goals inventory conducted as part of Project Focus. With many such programs having to "pay their own way," one has to wonder if the policy climate has dictated the low priority given continuing education. At the present, lifelong learning cannot compete with full-time undergraduate education on its own terms.

Present policy has other problematic dimensions. Some of the more effective programs in community colleges are organized around occupations in which completion is *not* a requirement for job entry. As a result, the top 10% in auto mechanics (for example) show up on the attrition figures at mid-program. Some state laws discriminate against vocational students or "defined adults," or make it difficult at best for the college to open its doors in the evening. Such practices present their own "access barriers." For example:

Mississippi: No reimbursement for students before eight o'clock in the morning and after four in the afternoon. No reimbursement for other than full-time students.

Texas: No reimbursement after 12th class day.

Kansas: According to a president, "Legislators tend to think of the community college as a junior college." Accordingly: (a) there is no financial assistance for community service activities—they must be self-sustaining; (b) a college is required to limit its endeavors to college transfer, and state aid is limited to 64 semester hours except for nursing and engineering; (c) there are continued attempts to place colleges under the control of board of regents—the same board that has responsibility for state colleges and universities.

As our institutions do, in fact, become more sensitive to their total communities and more oriented to performance, the challenge is to simultaneously develop forms of public support and accountability based on the image of differentiated institutions reaching out to serve increasingly diverse clientele. Some of the immediate steps implied are:

Commission an interpretive analysis of public policy and the community college, touching on the linkages from enabling legislation through institutional governance to management and operations in the college.

Monitor all experimental projects, specifically in community education, for the impacts of law and policy on both planning and implementation.

Compare the impact of varying state and regional policies through the placement of similar projects in different policy climates—ultimately through a field-based network.

Develop specific skills and techniques for dealing with the legal and policy picture. These should equip cadres of field practitioners to deal with legislative analysts on an equal footing.

Objective III: By the time current legislation expires we should be prepared to help forge a public policy which accommodates our momentum "beyond the boom."

Developing All the College Staff

Let us first establish the paramount importance of staff development. To begin with there is the obvious economic fact that staff accounts for nearly 75% of all the resources in the field. Beyond that, staff constitutes the only resource capable of transformation. "Money and materials are depleted, equipment is subject to the laws of mechanics. It can perform well or badly but never more efficiently than it was originally designed to do. Humans alone can grow and develop. Therefore it is essential that this resource be used as fully and as effectively as possible."

Overshadowing all other observations though, is the fact that it is ultimately the staff, and specifically the faculty, who do the work of the college. Bearing in mind the relationship cited earlier between staff development and institutional development, then, what would be some of the characteristics of an effective development thrust?

It should be mission-related. There are several implications here. Development for the sake of development will never be effective or well supported. Aside from the fact such efforts translate poorly into action and results, there is good reason to believe that expanded capabilities without a definitive outlet increase frustration and job turnover. Terry O'Banion makes reference to an interesting survey of new faculty on the type of information most desired as part of their in-service training. As a point of departure, most wanted such things as goals of the college, objectives of their departments and objectives of the courses for which they were responsible. They were asking, in other words, "staff development for what?" One has to wonder who needs development in such circumstances. The irony is that such faculty groups are frequently given workshops on writing objectives and and setting goals.

The absence of an orientation to purpose also gives staff development the trial-and-error, patchwork look. Without a sense of intended impact there is a tendency to "buy-in" to fads and ride favorite hobby horses without any way of recognizing disappointment or inconsistency. This is also the case in pre-service development. This stage of preparation is so critical that it needs to be strongly guided by the purposes of both the individual and the "buyer" —the community college field. Too often, pre-service preparation has been more obviously guided by the purpose of the preparing institution.

In all fairness, though, the field's best defense is to answer some questions with compelling clarity. "What is the mission of the community college? Who is it to serve? Is it to be defined in terms of the conventional academic model or something different?"

Ultimately, it should be team-oriented. Considerable research has shown that the basic work group is the strongest influence upon job satisfaction, performance, absenteeism, and turnover. Yet we have historically "developed" people individually and in stratifications and have created adversaries by default. Doing the job in an institutional setting has substantial advantages, but requires grass roots action and administrative support. The development of individual skills or abilities at one level may do little to increase the chances of getting something done.

"... we should be prepared to help forge a public policy which accommodates our momentum 'beyond the boom.'"

This principle doesn't preclude the use of experiences of an educational nature which stratify the field ("presidents only"). One of the chief reasons why groups fail to function well together is that they have inadequate problem-solving procedures. Individual development can go a long way toward providing a broadened conceptual framework of enhancing skills. The point is simply that these efforts should be viewed as a means to developing the effectiveness of the team.

There are also pre-service implications here. We usually develop administrators and faculty along separate tracks, allowing them to become "team" over crises and negotiation tables. We must expand the effort to build pre-institutional teams during the didactic stages of their preparation.

It should be widely available. This field boasts nearly 1,200 institutions, 9,000 trustees, 16,000 "managers" and over 200,000 faculty. O'Banion reports that two years ago only 4% of the existing staff members benefited from the in-service portion of EPDA. While the impact of staff development needs to be far more widespread, it would have taken an increase of more than $17,000,000 to expand the impact to just 25% of those on the job. While there is no substitute for the double-occupancy log, we've got to substitute communication for transportation where possible, take advantage of economies of scale available by regionalizing, and develop approaches to peer and self instruction.

It should be able to expand. Closely related to the need for a widely available approach to staff development is the recognition that our field will grow over the next decade. For example, the number of presidents, deans, vice presidents, and department chairmen will double by 1980. If faculty turnover continues at the rate of 16% per year, the *need* for development should expand at more than twice the *rate* of natural growth in the field. While it might be reasonable to expect some third party assistance, the field needs to be building a means for financing and delivering on the demands imposed by its own growth. Staff development is a cost of doing business—a line item in the budget.

Objective IV: By the close of the decade we should have a delivery vehicle for meeting the staff/institutional development demands in our field which is capable of operating without third party financing.

Research and Development

There will obviously be need for many partners in the enterprise: the universities, private research organizations, public and government authorities, and the multitude of independent consultants who work on various aspects of the community colleges' developmental needs.

Ownership, though, both actual and conceptual, should remain in the hands of the community college field itself. In anticipation of our probable development "beyond the boom" we need to firmly establish the capacity to generate, integrate and disseminate new insights and practices.

Many of the immediate needs can no doubt be filled by the university community. However, O'Banion reported that current graduate education builds in biases that run contrary to the community junior college. It is critical to ask how reasonable and appropriate it is to expect the graduate schools to radically change their ways to meet the exigencies of our field. On the other hand, we may consider the appropriate staff development responsibilities of the community colleges with specified technical assistance from universities and other such resources.

"(By 1980) we should have a delivery vehicle for meeting . . . staff institutional development demands . . . capable of operating without third-party financing."

The related point to bear in mind is that we need a mechanism—not a model, not a sample community college to export to all parts of this land. Based on the diversity in our "market" the field needs many vehicles for development, an identified network of available resources and the capacity to pick up the broad issues on the horizon.

Objective V. We should move to designate as many as half-a-dozen developmental centers around the country, co-located with existing community colleges and similar in concept to the medical school.

They would serve as a locus for all activities described above, providing services to community colleges in their region. Collectively they would constitute a mechanism for "on-line" communication between the field and AACJC. The form of the charter can perhaps best be understood by augmenting a description from the Association of American Medical Colleges:

> They provide the setting for the training of a broad range of educational occupations. They are the site for the development and demonstration of new programs and modes of instruction, and exert a strong qualitative effect upon community education in their programs. They conduct research on both the measurement of educational impact and the policy climates in which they function. They continue, as in the past, to be major providers of community education in their own right.

Consider the possibilities for internships or residencies in such settings. Consider the experimental possibilities from bases of operation as diverse as Appalachia and metropolitan Washington. A typical center might be involved, directly or through sub-contract, in the following: pre-administrative internships and residencies in which incumbents would be required to provide management training and consulting services on a performance basis, individual study programs, team development processes, field conference and workshop services, diagnostic services and institutional research, experimental community development programs, public policy research, research on measuring output, and production of publications.

The implementation problems, not only for such a network but for the entire program are considerable indeed. We are in fact, though, passing through another major era in development with impressive opportunities if we seize them.

The Assembly

The Assembly topic for 1974 will be community-based, performance-oriented education. So far, some hearings have been held trying to elucidate the topic and identify some of the critical questions which need to be addressed. What we've found is that we're not really well prepared to approach the topic. We have no operationally useful definition of community education, no good examples, little baseline data, too much "credit" orientation, and a fear of performance criteria.

What is the proper strategy? What other community-based organizations can be usefully involved in our Assembly? Perhaps most importantly, what outcomes should we look for from such an Assembly and how can we get them?

"(We should designate) developmental centers around the country, co-located with existing community colleges and similar in concept to the medical school."

The Bicentennial

Earlier, I alluded briefly to Project 76. Basically this would be a matter of the 1,000 community colleges in the country getting their communities engaged in "town meetings" on the future of America and their communities.

I see this as being critically important for two reasons:

1. It gives us an opportunity to demonstrate our potential for making an impact on the lives of people and the communities in which they live.

2. It gives us a vehicle for bumping our institutions more squarely into the center of their communities.

As "leaders in community development," can we help people determine what are the "critical choices for Americans," or critical choices in our area? Can we provide initiatives for people to sit down together and identify issues, needs, goals, strategies for raising the quality level of community life? What kind of community do we want?

Presuming we will have such a project, how can we take advantage of it "for marketing analysis"? How can we use the project as a basis for planning and promoting the overall direction of community colleges? Can we train "town hearing" people for the communities in which there is no community college?

These are immediate opportunities. I commend them to you. ☐

TAB C

American Association of Community and Junior Colleges

June 17, 1974

MEMORANDUM

To: Files

From: JET

Re: PSE 15% Setaside in VEA of '68

Table 8 and 22 in Voc. Ed. Info. No. 5 - FY '72 by USOE-BOAE clearly present the problem of the 15% minimum PSE setaside mandated in the VEA of '68. In Table 8 on page 15 we find the following:

STATE	% Fed. Exp. PSE
1-Alaska	14.5%
2-Delaware	15.0
3-D.C.	12.9
4-Indiana	15.4
5-Maryland	15.6
6-Mass.	13.7
7-N.H.	9.4
8-N.J.	13.5
9-Ohio	14.8
10-R.I	10.6
11-S.C.	11.5
12-Vt.	14.7
13-W.Va.	14.8
14-Somoa	10.9
15-Trust Territ.	12.5

The minimum mandated was not carried out in 10 states and 2 territories in 1972, and it appears that in 3 additional states the minimum has become a maximum.

But, further analysis indicates that in some states the 15%, PSE setaside is used for area vocational schools and other traditional vocational education programs. From the same table.

State	% Fed. Exp. PSE
1-Georgia	57.7%
2-Minnesota	57.5
3-Montana	26.4

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However, on page 34 in Table 22 of the same report we find that the % going to Community Colleges from the PSE funds is as follows:

State	% Exp. in C.C.'s
1-Georgia	0.2%
2-Minnesota	5.9
3-Montana	8.4

Therefore, it is clear that in some states the 15% minimum PSE setaside mandated in the VEA of '68 is:

1 - Not being carried out
2 - Being used as a maximum not minimum
3 - Being credited as PSE in various institutions.

PERCENTAGE DISTRIBUTION OF TOTAL EXPENDITURES AND FEDERAL EXPENDITURES BY LEVEL

TABLE [illegible]

		TOTAL EXPENDITURES						FEDERAL EXPENDITURE					
		SECONDARY		POSTSECONDARY		ADULT		SECONDARY		POSTSECONDARY		ADULT*	
TOTAL	100.0	$17537449	65.8	$7207163	26.9	$1946514	7.3	$2963467	63.5	$1273567	27.1	$440092	9.4
ALABAMA	100.0	23265	61.2	13935	36.8	764	2.0	8517	81.5	1771	17.1	152	1.4
ALASKA	100.0	3845	77.4	945	19.1	175	3.5	710	78.5	130	14.5	64	7.0
ARIZONA	100.0	10708	60.4	5884	33.4	1110	6.2	2457	59.7	1030	24.1	654	16.2
ARKANSAS	100.0	9650	59.5	6015	37.2	561	3.3	2827	52.5	2341	43.5	216	4.0
CALIFORNIA	100.0	123059	47.3	111858	43.2	24445	9.5	22362	59.6	11365	30.4	3787	10.0
COLORADO	100.0	19155	66.7	8808	30.1	950	3.2	3015	60.9	1706	34.5	208	4.2
CONNECTICUT	100.0	28330	72.4	9411	24.3	1317	3.3	2365	60.6	1216	31.2	319	8.2
DELAWARE	100.0	5042	58.7	3360	38.9	208	2.4	1007	85.0	178	15.0		
DIST OF COLUMBIA	100.0	2310	71.9	600	18.8	300	9.3	663	78.2	107	12.9	76	8.9
FLORIDA	100.0	48941	54.2	29927	33.3	11336	12.5	9853	66.6	4455	30.6	426	2.8
GEORGIA	100.0	32625	62.4	16545	31.7	3244	5.9	8111	53.0	6735	44.2	435	2.8
HAWAII	100.0	3265	41.2	4276	53.9	387	4.9	902	39.8	1301	57.7	58	2.5
IDAHO	100.0	3763	44.6	4555	54.3	85	1.1	996	41.1	1378	57.1	45	1.8
ILLINOIS	100.0	146861	77.6	33401	17.8	8833	4.6	14305	74.1	3456	17.7	1641	8.2
INDIANA	100.0	30155	84.2	5076	14.2	573	1.6	9312	80.2	1775	15.3	521	4.5
IOWA	100.0	9617	27.8	22236	64.5	2641	7.7	1548	30.8	4602	63.4	373	5.8
KANSAS	100.0	12106	61.6	6605	33.8	912	4.6	2957	57.2	1777	36.0	467	6.8
KENTUCKY	100.0	19964	57.6	11912	34.6	2703	7.8	5334	57.4	3207	34.7	741	7.9
LOUISIANA	100.0	20765	64.5	9005	28.1	2403	7.4	6880	65.3	2467	23.6	1165	11.1
MAINE	100.0	8244	52.1	7214	45.8	338	2.1	1703	65.9	753	29.2	127	4.9
MARYLAND	100.0	55142	82.7	9399	14.2	2067	3.1	5468	81.7	1032	15.4	185	2.8
MASSACHUSETTS	100.0	114780	89.1	11475	9.0	2560	1.9	8317	81.1	1387	13.7	529	5.2
MICHIGAN	100.0	39750	69.0	13529	23.8	4124	7.2	9605	75.6	2542	20.1	553	4.3
MINNESOTA	100.0	20112	35.6	32333	57.5	3901	6.9	3287	36.6	5234	57.5	537	5.9
MISSISSIPPI	100.0	15812	59.5	9081	34.9	1487	5.6	4510	60.6	2536	34.3	385	5.1
MISSOURI	100.0	36739	81.2	7186	16.0	1283	2.8	7692	76.7	1872	18.8	461	4.5
MONTANA	100.0	4123	52.7	3558	46.3	88	1.0	1075	49.2	1054	50.3	13	.5
NEBRASKA	100.0	6658	52.7	5574	44.3	381	3.0	2613	70.7	969	26.4	110	2.9
NEVADA	100.0	3205	74.4	719	16.9	378	8.7	896	74.3	193	16.0	117	9.7
NEW HAMPSHIRE	100.0	4516	60.2	2611	35.0	366	4.8	1276	75.6	157	9.4	253	15.0
NEW JERSEY	100.0	36245	86.2	3551	9.4	1856	4.3	11438	84.2	1814	13.5	323	2.3
NEW MEXICO	100.0	6864	67.6	2955	29.1	342	3.3	1974	60.6	1127	34.8	152	4.6
NEW YORK	100.0	228244	69.4	54130	17.0	44733	13.6	18041	53.3	4927	14.6	5503	26.1
NORTH CAROLINA	100.0	46829	47.2	44793	45.4	7407	7.4	10543	67.4	5091	32.6		
NORTH DAKOTA	100.0	3415	56.3	2245	37.2	398	6.5	1282	60.2	621	29.3	224	10.5
OHIO	100.0	105273	78.5	12630	9.3	16585	12.2	12598	57.7	3316	14.8	6195	27.5
OKLAHOMA	100.0	[illegible]819	76.4	4596	16.2	2136	7.4	5277	67.7	1952	25.2	558	7.1
OREGON	100.0	15754	57.1	10360	37.7	1447	5.2	2808	53.5	2176	41.6	258	4.9
PENNSYLVANIA	100.0	143185	83.2	21175	12.4	7726	4.4	21667	78.3	4807	17.3	1187	4.4
RHODE ISLAND	100.0	6915	78.1	1611	18.3	321	3.6	1321	75.0	183	10.4	255	14.4
SOUTH CAROLINA	100.0	22543	91.0	1506	7.8	309	1.2	8166	87.0	1070	11.5	147	1.5
SOUTH DAKOTA	100.0	3502	64.3	1840	33.9	101	1.8	1338	62.6	746	35.1	50	2.3
TENNESSEE	100.0	23608	59.1	14152	35.6	2140	5.3	5088	53.7	3560	37.6	826	8.7
TEXAS	100.0	92557	71.0	31843	24.6	5841	4.4	13472	51.4	9050	34.6	3672	14.0
UTAH	100.0	9651	52.2	7580	41.2	1223	6.6	1603	51.5	1152	37.1	355	11.4
VERMONT	100.0	8670	94.8	408	4.4	76	.8	814	85.3	138	14.7		
VIRGINIA	100.0	36271	80.6	6468	14.5	2248	4.9	8837	72.1	3106	25.3	301	2.6
WASHINGTON	100.0	28405	53.1	21889	41.0	3198	5.9	3355	37.3	4889	54.4	737	8.2
WEST VIRGINIA	100.0	12416	84.9	1418	10.0	745	5.1	4138	79.0	771	14.8	324	6.2
WISCONSIN	100.0	8557	11.9	50348	70.6	12565	17.5	3725	40.5	2941	32.0	2531	27.5
WYOMING	100.0	2952	63.7	1647	35.4	44	.9	534	63.1	241	34.5	21	2.4
AMERICAN SAMOA	100.0	210	77.1	63	22.9			115	81.7	26	18.3		
GUAM	100.0	1690	92.1	46	2.7	97	5.2	341	78.5	46	10.9	46	10.6
PUERTO RICO	100.0	18441	67.9	4531	16.8	4176	15.3	5822	58.6	2229	23.1	1761	18.3
TRUST TERRITORY	100.0	1152	66.8	433	21.7	202	11.5	252	86.5	36	12.4	2	.6
VIRGIN ISLANDS	100.0	556	92.2	47	7.8			135	76.7	41	23.3		

*VOCATIONAL [illegible] INFORMATION NO. 1 USOE-[illegible]

[illegible] 15-12
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PERCENTAGE DISTRIBUTION OF EXPENDITURES IN POSTSECONDARY INSTITUTIONS AND PERCENT OF EXPENDITURES TABLE [illegible]

		PERCENT COMMUNITY COLLEGES		PERCENT TECHNICAL INSTITUTIONS		PERCENT OTHER		PCT. OF TOTAL EXPENDITURE		[illegible] TOTAL [illegible] EXPENDITURE	
TOTAL	100.0	#[illegible]	56.3	#[illegible]	21.0	#172759918	22.6	#[illegible]	[illegible]	#[illegible]	[illegible]
ALABAMA	100.0	259094	1.8	13741262	98.1			[illegible]	[illegible]	[illegible]	[illegible]
ALASKA	100.0	760290	88.4			123000	11.5	[illegible]	[illegible]	[illegible]	[illegible]
ARIZONA	100.0	6260615	98.8			71115	1.1	[illegible]	[illegible]	[illegible]	[illegible]
ARKANSAS	100.0	634492	10.4	590316	9.8	4883441	79.8	[illegible]	[illegible]	[illegible]	[illegible]
CALIFORNIA	100.0	126257306	99.3			758623	.6	[illegible]	45.5	[illegible]	37.8
COLORADO	100.0	7924801	89.9			883849	10.0	[illegible]	[illegible]	1705122	[illegible]
CONNECTICUT	100.0	1314547	21.9	4107109	68.6	562480	9.4	[illegible]	15.7	[illegible]	13.8
DELAWARE	100.0	3874698	84.9			696150	15.0	[illegible]	[illegible]	[illegible]	[illegible]
DIST OF COLUMBIA	100.0										
FLORIDA	100.0	22952806	89.7			2632547	10.2	[illegible]	28.4	5247713	34.1
GEORGIA	100.0	40252	.2			16544153	99.7	[illegible]	31.7	6761458	44.2
HAWAII	100.0	4545010	98.1			85715	1.8	[illegible]	59.3	[illegible]	[illegible]
IDAHO	100.0	948752	24.9	250285	6.5	2602142	68.4	[illegible]	42.0	[illegible]	[illegible]
ILLINOIS	100.0	32715102	99.1	615896	1.8			[illegible]	17.6	[illegible]	17.6
INDIANA	100.0	891437	17.7	2485254	48.5	1750443	34.2	5117370	14.2	[illegible]	[illegible]
IOWA	100.0	16751787	73.1			6177769	26.8	[illegible]	66.5	[illegible]	[illegible]
KANSAS	100.0	2244508	17.2	305933	2.3	10479685	80.4	13030126	65.4	[illegible]	[illegible]
KENTUCKY	100.0	210658	2.1			11671950	97.8	11912558	34.5	3207264	34.5
LOUISIANA	100.0					9845242	100.0	[illegible]	30.5	[illegible]	32.0
MAINE	100.0			7058678	95.0	370549	4.9	[illegible]	47.0	[illegible]	84.0
MARYLAND	100.0	5384152	100.0					5384152	14.0	1017004	[illegible]
MASSACHUSETTS	100.0	6974832	36.4	1095138	5.6	11051912	57.9	19151882	14.8	2151627	[illegible]
MICHIGAN	100.0	12421161	95.5			597435	4.4	[illegible]	23.7	2542600	20.0
MINNESOTA	100.0	1897555	5.9			30164075	94.0	[illegible]	56.8	[illegible]	[illegible]
MISSISSIPPI	100.0	8723330	89.4			1031028	10.5	9754358	36.9	2524292	17.9
MISSOURI	100.0	5522727	70.4	478292	6.1	1836931	23.4	7837550	17.3	1627533	18.0
MONTANA	100.0	312411	4.4			3403137	91.5	3716048	43.3	502825	41.3
NEBRASKA	100.0	556725	10.1	4944378	83.8	352498	5.9	5853605	47.1	1137065	30.8
NEVADA	100.0	85956	11.7			635541	88.2	719497	16.7	[illegible]	16.0
NEW HAMPSHIRE	100.0			697010	26.0	1975103	73.9	2672113	35.6	219310	13.0
NEW JERSEY	100.0	1570675	39.3	601776	15.0	1818455	45.5	3990910	9.3	1617661	13.3
NEW MEXICO	100.0	452779	16.3			2522742	83.6	3015521	29.5	1161478	35.6
NEW YORK	100.0	48113413	100.0					48113413	14.6	3926372	11.6
NORTH CAROLINA	100.0	14761471	28.2	36994567	70.8	435594	.8	52191752	52.7	5084879	32.5
NORTH DAKOTA	100.0	791920	35.2			1453180	64.7	2245000	37.0	621000	29.1
OHIO	100.0	1297225	9.6	5791196	43.2	6302690	47.0	13349111	9.6	3314706	14.7
OKLAHOMA	100.0	1587545	49.0	574405	16.1	1126616	34.7	3238568	11.3	1722061	17.9
OREGON	100.0	9896299	98.6			136361	1.3	10032660	36.4	1890471	36.0
PENNSYLVANIA	100.0	14326578	74.9	11054		4774136	24.9	19111768	11.1	4453051	17.3
RHODE ISLAND	100.0	1100115	67.8			522078	32.1	1622147	18.3	194468	11.0
SOUTH CAROLINA	100.0			1627431	85.3	278597	14.6	1906028	7.6	1065840	11.4
SOUTH DAKOTA	100.0			307725	24.3	954425	75.6	1262150	23.1	453135	24.5
TENNESSEE	100.0	1902280	12.7	5020125	33.6	7934640	53.5	14901045	37.3	3464475	16.4
TEXAS	100.0	28959221	71.7	3637750	9.0	7784394	19.2	40381765	31.0	11266724	41.0
UTAH	100.0	2575221	31.6	4957681	60.9	604246	7.4	8137148	44.6	1406399	45.2
VERMONT	100.0					387269	100.0	387269	4.1	138455	14.5
VIRGINIA	100.0	5113759	73.3	508869	7.3	1347649	19.1	6965817	15.4	3556371	25.0
WASHINGTON	100.0	19301403	69.2			8584661	30.7	27886064	52.1	3756446	41.8
WEST VIRGINIA	100.0	185389	9.9			1671343	90.0	1856732	12.8	819699	15.4
WISCONSIN	100.0			62268689	98.9	644102	1.0	62912791	88.0	5462007	55.4
WYOMING	100.0	1483660	100.0					1483660	32.0	232633	27.4
AMERICAN SAMOA	100.0	57440	100.0					57440	21.0	23540	17.0
GUAM	100.0					46347	100.0	46347	2.5	46347	10.6
PUERTO RICO	100.0			1322227	45.8	1561076	54.1	2883303	10.6	1147325	11.9
TRUST TERRITORY	100.0					409397	100.0	409397	23.4	34397	11.8
VIRGIN ISLANDS	100.0			19547	23.8	62505	76.1	82052	7.7	41052	23.3

"VOCATIONAL EDUCATION INFORMATION NO. V USOE-BOAE FOR FY'72."

TAB D

American Association of Community and Junior Colleges

June, 1974

MEMORANDUM

Re: Review of Volumes I and II -- "Reports on the Implementation of the Vocational Education Amendments of 1968"

By: J.E. Tirrell

The reading of the 1462 pages in these two volumes, with an attempt to understand better how postsecondary vocational education can be even more successful in the future, is an undertaking that few will probably undertake.

The comments selected from the two volumes have been grouped under six headings, some with only one quote because it best states the point and others with 3 or 4, for they are brief and reinforce each other. The underlining is mine.

EQUALITY OF VOCATIONAL AND ACADEMIC EDUCATION IN P.S.E.

In the California report on page 46, we find the following:

> "Vocational training has been so combined with the other purposes of the community college that the students pursuing vocational education objectives have been indistinguishable from students pursuing transfer programs or general programs. As the result of this blending of curriculum, students generally are not perceived by the community as being "vocational", thus helping to eliminate lingering stigma associated with misconceptions regarding vocational education. Students are not labeled "vocational", but are just " students", regardless of educational goals. Being able to attend a community colleges with a 2-year occupational objective is becoming more and more popular for the student and increasingly acceptable for the student's parents."

THE GROWTH OF P.S.E. VOCATIONAL EDUCATION

The growth of PSE enrollments is pointed out in at least four places.

The Maryland report states (page 397):

> "Enrollment in postsecondary occupationally-oriented (vocational-technical) programs has increased approximately 620 percent over the 6-year period 1967-73. This sharp increase in full-time and part-time students is the result of both an increase in the number of community colleges and the total number of programs available to State students."

One Dupont Circle, N.W. Suite 410 Washington, D.C. 20036 (202) [illegible]

Washington State indicates (page 877):

"The concurrent (1967) action by the Washington State Legislature in creating the statewide system of community colleges has provided additional vehicles over which to deliver these services. From a 1967 base wherein approximately 24 percent of the programs in community colleges were vocational in nature, that ratio has grown to approximately 44 percent today. In real number terms for fiscal year 1972, while postsecondary programs served 125,194 persons in the combination of 89,624 community college enrollees plus 35,570 enrolled in the 5 vocational-technical institutions operated under common school jurisdiction."

The summary of reports from State Advisory Councils report (page 990):

"While the largest percentage increase in enrollment and programs in vocational education is taking place at the post-secondary level, the demand for programs at this level far outweighs available facilities, according to many councils."

And Virginia in their summary state succinctly (page 1379):

"We have observed that the greatest growth in vocational enrollments is occuring at the postsecondary level - in the community colleges."

THE COMMUNITY COLLEGE IS OF GROWING IMPORTANCE

Mississippi clearly designates the two-year colleges for PSE (454):

"All of the postsecondary vocational education offered in Mississippi is through the junior colleges except some training that is given at the State Prison at Parchman."

A similar statement is made for New York State (page 641):

"All postsecondary occupational education was developed in the existing and emerging public community college system, as opposed to establishing separate postsecondary technical institutes or utilizing the secondary level area centers as a competitive system to the community colleges."

This plan is also followed in North Carolina (page 643);

"The North Carolina General Assembly, during its 1963 session, legislated, the Community College Act, which transferred the responsibility for post-high school and adult education programs to the Department of Community Colleges, the exception was that secondary schools could also offer adult agricultural and home economics education programs."

In Virginia all area vocational education programs are in Community Colleges (p. 66

"The community college system was inaugurated in 1965 and has grown to 22 institutions located in all geographical areas of the State. The community colleges absorbed the postsecondary area vocational schools listed under fiscal year 19[illegible]."

West Virginia is slow in developing this dynamic institution as indicated by the following (page 895):

"There are three types of institutions in West Virginia which offer postsecondary vocational education programs. These are the area vocational schools operated [illegible] board of education [illegible] community colleges operated by the West Virginia Board of Regents. The Community college movement is currently getting underway in West Virginia with some community colleges functioning as independent institutions directly under the West Virginia Board of Regents and others being established on an existing campus of a college or university which is, in turn, under the board of regents."

COMPETITION OF SECONDARY AND PSE IN VOCATIONAL EDUCATION

The responsibility and authority of secondary and PSE are raised in the New Jersey report (601):

"The competition over postsecondary vocational education and adult vocational [illegible] colleges, appears to be becoming more complex across the nation. The U.S. [illegible] in order to delineate program responsibility and authority to the institutions involved.

Again in the summary, New Jersey raises this concern(page 1376):

"Ever since the department of Education split into two educational authorities -- one, the State department of education to oversee public instruction in kindergarten through 12th grades; the other, the State department of higher education to oversee public instruction in schools beyond the secondary level -- there has been a growing controversy over which department should be responsible for vocational education at the postsecondary level."

"New Jersey currently has 15 county community colleges and 35 area vocational schools. All of the community colleges and 21 of the area vocational schools have vocational offerings at the postsecondary level. The number and types of programs, as well as enrollment, vary widely. The council notes that the definition of postsecondary education is a problem which precludes a clear description of the extent of the postsecondary vocational program enrollments in the two systems."

"The council has listened to, participated in, and made recommendations for settling the debate over who should educate those persons who are designated as postsecondary students. The council is not satisfied with the progress made by the two systems in attempting to develop a cooperative approach to public postsecondary education."

And, in fact, there is an entire section on pages 1362 to 1371 on the articulation of Secondary and PSE programs.

NEED FOR LOCAL ADVISORY COUNCILS

The need for the local advisory bodies is called for in the Kentucky report(p.312)

"Local business and industry leaders must have more input into the planning and evaluating of vocational programs at the local and regional levels. Local and regional vocational education administrators must lean heavily on the business and industry communities for guidance in the development and modification of instructional programs.

This is also deemed desirable in the section with the summary of State Advisory Council reports (page 991):

"During the past 2 years, a number of State councils have studied the existence and utilization of advisory committees by school systems and individual school vocational programs at the secondary and postsecondary levels. Most of the councils reporting on this matter feel that advisory committees can contribute a great deal to the success of vocational education programs, and were disappointed to find that a majority of the school programs do not have any form of advisory committee."

Pennsylvania also calls for representative councils in each Community College service area (page 1367):

> "The State Board of Education should create a representative council in each community college service area, of all vocational education interests, including agencies in the private sector, with responsibility for reviewing the total vocational education program in each area and recommending adjustments of programs, services, and activities to provide coordination and articulation of vocational education programs within the area. Cooperation and coordination between levels of vocational education will reduce the possibilities of unnecessary duplication of programs and will provide unique assistance in offering students a comprehensive vocational education program in the district involved."

On pages 1409-1420 there is a discussion of local and program advisory committees. It would appear that a formalization of this process could strengthen vocational education programs.

PROBLEMS OF PSE

In the Kentucky report PSE was declared to have a "low priority" (page 269):

> "Post-secondary vocational and technical education in Kentucky has experienced a steady growth since 1963, but it is not anywhere near the program that it should be to meet the vocational education needs of those 16 years old or older who have dropped out of secondary school or graduated and still they need to be enrolled in a postsecondary vocational or technical program full time to get properly prepared for job entry. This level of education in Kentucky has had a very low priority. It needs to be raised to a higher level of support and the enrollment should be increased considerably."

The state report on page 724 indicates the 15% minimum for PSE has become the maximum.

> "Fifteen percent was reserved for use by community colleges, branch campuses, and postsecondary institutions. Projects were submitted for their allocations.

The above is intended to give a background in preparation for the development of new vocational education legislation.

TAB E

ARTICULATION
OF
POST-SECONDARY PROGRAMS
IN
OCCUPATIONAL EDUCATION

BY

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CHAPTER III

SUMMARY, CONCLUSIONS, RECOMMENDATIONS AND SUGGESTIONS FOR FURTHER STUDY

Summary

The study was conducted to determine the nature and extent of articulation activities between and within post-secondary occupational programs in the public vocational-technical schools and junior colleges of the states bordering Alabama. It was hoped that such information might provide a basis for more rational decision-making in planning for articulation improvement, as well as identifying directions for further study.

All public post-secondary vocational-technical schools and public junior colleges in the states of Florida, Georgia, Mississippi, and Tennessee were included in the survey. The response indicated a strong interest in articulation with 96 percent of the 140 institutions involved responding. Ninety percent of the returns were usable and formed the basis for the data analysis.

All 126 (90% of the total) institutions providing usable returns offered some type of ① business related occupational programs. In the ② health related occupations, 74.4 percent of the junior colleges and 82.4 percent of the vocational-technical schools offered some type of training programs in this area. In the ③ service related occupations 75.9 percent of the junior colleges and 92.7 percent of the vocational-technical schools offered some type of training programs in this area. While in the ④ industrial related occupations 67.9 percent of the junior colleges and 70.6 percent of the vocational-technical schools offered some type of training programs in this area. It would appear that the commitment to occupational programs by the two types of institutions was not substantially different, with the possible exception of the service related occupations where the vocational-technical schools appeared to have a somewhat stronger commitment.

With 82 percent of both types of institutions within a 50 mile, or less, commuting distance of each other and both types having strong commitments to occupational programs, articulation of effort would seem to be desirable. This problem should become even more acute as accountability continues to be stressed. It seems illogical that the public will continue to support costly duplication.

Occupational education administrators apparently recognized the increasing desirability for upward and changing occupational mobility through programs that continue to build on previous work and schooling experience. Over 90 percent of all respondents indicated that these objectives were desirable. However, this commitment was not reflected in the actual articulation practices reported.

While the commitment to occupational programs seemed similar for the two types of institutions, recognition for this type of educational experience was confusing. For programs reported at the technical level, 86 percent of the junior colleges awarded associate degree credit, but for technical level programs in vocational-technical schools students were awarded clock-hour certificate credit in 91 percent of the cases. Thus the student who chooses an occupational education experience in the vocational-technical school as opposed to that same experience in a junior college may be limiting his opportunity for upward educational mobility.

Programs at the trade-skills level in 33.3 percent of the junior colleges produced associate degree credit while 98.5 percent of the vocational-technical schools awarded clock-hour certificate credit. Over two-thirds of these institutions combined reported no provision for the transfer of certificate credit to associate degree credit, while 52 percent also reported no provision for the recognition of previous courses, or work experience, through examination procedures. Planning for the improvement of credit definition and transferability seemed low, with 40 percent of the junior colleges and 46.4 percent of the vocational-technical schools reporting no planning efforts in this particular area.

The improvement of articulation through the interaction of occupational personnel seemed largely unrealized with the highest level of activity reported in the attendance of professional meetings where the subject of articulation was discussed. Seventy percent of the junior colleges and 95.7 percent of the vocational-technical schools had no jointly appointed personnel in related programs, and 55.3 percent of the junior college occupational personnel and 91.2 percent of the vocational-technical school personnel seldom or never observed related programs in the other type of institution. Half of the junior colleges reported that occupational personnel frequently exchanged curriculum materials with related vocational-technical school personnel while only 22.1 percent of the vocational-technical schools reported such activity.

CC
more
[illegible]

The provision for occupational students to meet and interact with students in different but related occupational programs both within and between the two types of institutions was very limited. Responses indicated that 92.8 percent of vocational-technical school students and 64.3

percent of junior college trade-skills students were seldom or never provided the opportunity to meet and interact with junior college technical program students. A similar ratio existed with regard to the opportunity to observe classes in related programs, where 97 percent of the vocational-technical schools and 64.9 percent of the junior colleges seldom or never provided their occupational students with such opportunity.

While the joint use of facilities and equipment would be tied to the proximity of the two types of institutions many operated either on the same site or within easy access of each other and the articulation of specialized and expensive programs would appear desirable. However, 64.9 percent of the junior colleges and 92.8 percent of the vocational-technical schools did not engage in any joint facility usage. Forty-four percent of the junior colleges indicated some joint use of specialized equipment in related programs but only 14.5 percent of the vocational-technical schools did so. Increasing interest in the possibilities of jointly used facilities and equipment was indicated, with 65 percent of the junior colleges and 52 percent of the vocational-technical schools reporting planning discussions in this direction.

Approximately half of both type institutions indicated that they were operating under written policies which defined occupational program responsibility. Approximately half also felt that unnecessary duplication of occupational programs had been eliminated, although articulation between the programs which were offered by the two types of institutions was still very much needed as indicated by the lack of articulative practices reported.

In seeking information from the local level as to who should provide the leadership in articulation improvement the evolutionary background of the two type institutions became apparent. Vocational-technical schools look to state level leadership first and then to local effort, while the junior colleges look to local effort first and then to the state level. This fact would have implications in planning for articulation improvement, particularly in regard to the roles of agencies and legal bodies in resolving problems of articulation.

However, as indicated by the written suggestion for articulation improvement there were areas where both types of institutions would recommend stronger statewide regulation, such as program approval to eliminate needless duplication, definition of institutional roles in occupational program responsibility, and the establishment of guidelines for articulation agreements to effectively implement those roles, plus equitable funding arrangements from the state and federal levels to eliminate jealousies and suspicions among various institutions.

Conclusions

From the information gathered, it appeared that the conditions fostering the need for improved articulation between occupational programs in vocational-technical schools and junior colleges were widespread and to a large degree recognized at the local level. It was equally apparent that there had as yet developed no major thrust to resolve these issues at the local level, though the issues were coming into focus at the national level, and to a lesser degree, at the state level.

The above is not to imply that there was no articulation effort. Evidence of articulation practices at the local level were indicated, but by-and-large these did not match the magnitude of the problems.

This generalized conclusion was based on conclusions stated below:

- With slightly better than 82 percent of both types of institutions within fifty, or less, miles of each other and with all the vocational-technical schools and almost all the junior colleges offering some type of occupational programs, articulation of these offerings seemed very desirable.
- It would appear that there was an obvious lack of articulation and an unnecessary amount of confusion where similar learning experiences were defined by different terminology, awarded different kinds of recognition, and not transferable from one type institution, or program, to another.
- Few occupational administrators felt that occupational programs should be terminal and provide no foundation for further study, yet the single purpose separate institutions, and the bureaucracy which had developed around this system, was still at odds with this expanded concept of more comprehensive and continuing occupational education.
- While curriculum coordination of occupational programs left much to be desired, activity in this area of practice exceeded most other practices as a measure of articulation effort between the two types of institutions surveyed, indicating that perhaps the area of joint curriculum development would be a fertile area to begin articulation expansion.
- There was little articulation effort reported in the area of practices related to staff interaction and student interaction indicating not only the difficulty of this kind of effort between separate institutions but perhaps an over emphasis on accountability for time spent in skill development as opposed to the more intangible values of personal interaction in program improvement and student growth.
- While planning efforts for the joint use of facilities and equipment indicated a strong concern in this area of activity, little had been accomplished. Competition and suspicion created by differing patterns of funding from both the federal and state levels could probably account for much of the difficulty encountered in this area.

- The two types of institutions differed somewhat in their feeling about who should provide leadership in articulation improvement. Vocational-technical schools had traditionally looked to the state and federal levels for funding and guidelines, while junior-colleges had developed on a philosophy of local involvement. The proper balance in the area was a matter yet to be resolved, but occupational education could obviously no longer be considered in a local or state context alone.

The tradition of a separate system of vocational education from the rest of the education system was probably nowhere in sharper focus than between the newer concept of the comprehensive community college and the traditionally single purpose vocational trade school. In the region surveyed, while recognition of the increasing obsolescence of this duality was apparent, the mechanisms and pressures for change were just beginning to be considered and developed at the local level.

Recommendations

Increased effort should be made at each local institution whether vocational-technical school or junior college to try and overcome the kinds of deficiencies in articulation practices as identified in the study. In addition certain broader recommendations could be made in relation to an overview of the information presented in the study.

- Continued efforts to bring vocational-technical schools and community-junior colleges under the same, or closer, organizational structure at the state level should assist in efforts to improve occupational education articulation. Other studies indicated that this had been achieved in approximately half of the states. Where?
- Continued effort to reorganize vocational-technical schools and junior colleges into comprehensive community colleges at the local level should provide for easier articulation of occupational programs and contribute to the resolution of many problems inherent in the traditionally dual systems.

- Establish statewide guidelines and recommendations for the implementation of articulation agreements on occupational programs between vocational-technical schools and junior colleges with regard to such items as credit transferability, institution program responsibility, joint use of facilities and equipment, joint faculty appointments, equitable funding between similar programs in separate institutions, competency based credit recognition, joint curriculum development projects, early entry for high school students, etc. This must not be construed as a recommendation for detailed statewide control but the state should provide the leadership, coordination, and services which are necessary in facilitating the local process of making maximum use of time, talent, and facilities for the total population.
- Develop curriculum articulation guidelines for continuous occupational growth and development within the various business, health, service, and industrial related occupational clusters.
- Develop more individualized instructional materials and techniques suited to continuous progression within the occupational cluster curriculum design.
- Continued emphasis on the "career education" concept as a means of bringing general and occupational education into an articulated relationship.

Suggestions for Further Study

This study involved a status determination of the articulation of occupational programs in the region surveyed for the purpose of providing information for decision-making in planning for better articulation of occupational programs between vocational-technical schools and junior colleges. A number of items emerged from this process which are suggested for further study.

- To determine methods for standardizing occupational credit recognition, for example, between clock-hour certificate credit and associate degree credit, [illegible] for competency evaluation.

- To establish and expand better manpower data and its utilization in occupational program development and coordination.
- To determine cost benefit analysis in relation to more efficient occupational program operation through articulation.
- To resolve the confusion of program and course description between institutional types, and levels, of occupational education experiences.
- To determine the need for competency based occupational program evaluation.
- To assess the effect of the "career education" concept on articulation at the secondary and post-secondary level.
- To develop curriculum materials compatible with the occupational clustering approach and individualized progression.

TAB F

COMMUNITY COLLEGE BULLETIN March, 1974

CAREER EDUCATION AT ILLINOIS PUBLIC COMMUNITY COLLEGES

By · John J. Swalec and Fitcher Weathington

The community college is often viewed as society's answer to the need for expanded educational opportunity. Thousands of Illinois high school graduates with varying ability require further education to qualify for careers within the broad spectrum of semi-professional and technical employment. In addition, confronted with rapid technological advances and economic fluctuations, the individual who is beyond secondary school age is faced with a world in which job and career outlooks are constantly changing.

In 1965, the Illinois General Assembly established "technical training and education" as one of the four principal missions of the state's public community colleges when they stated in the Public Junior College Act "... a comprehensive community college program shall include courses in occupational, semi-technical or technical fields leading directly to employment." In 1972 and 1973, the General Assembly reaffirmed its support of career education by providing extra flat grant support for non-business occupational instruction. This action supported the Illinois Community College Board which established as a high priority to "expand occupational and career education programs to meet the needs of the State of Illinois with particular emphasis on short-term vocational skill training and retraining."

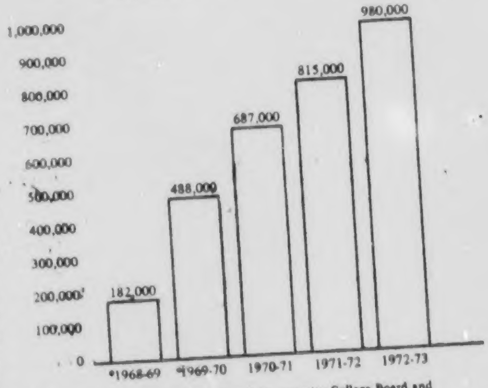
The Illinois Public Community Colleges have made great strides in meeting these challenges. In addition, these institutions have sought to meet the broad goals of the Division of Vocational Education and Rehabilitation, especially in attempting to provide instruction at each community college in all career program areas. Also, one of the major thrusts of Master Plan III of the Illinois Board of Higher Education is in the area of the Collegiate Common Market concept. Efforts are being made to fulfill this goal.

Charts I and II are illustrative of the popularity of career education offerings at Illinois Public Community Colleges. Chart I shows the total credit hours generated by students in career/vocational courses at mid-term from 1968-1973, while Chart II lists fall semester headcount and full-time equivalent (FTE) enrollments for those same years.

The impact of the instructional program at Illinois Public Community Colleges can

CHART I

CREDIT HOURS CARRIED BY STUDENTS AT MID-TERM IN OCCUPATIONAL COURSES, 1968 - 1973



Source: Unit Cost Studies of the Illinois Community College Board and Board of Higher Education.

* Estimated due to collection method

CHART II

FALL SEMESTER CAREER/OCCUPATIONAL ENROLLMENTS AT ILLINOIS PUBLIC COMMUNITY COLLEGES

	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74
Headcount	23,448	31,509	42,703	47,405	53,831	67,466
*FTE	6,346	16,020	25,693	29,181	32,682	40,365

*Based on estimated mid-term annual full-time enrollments be recognized in Chart III. A total of 67,466 individuals were enrolled in career education programs in the fall of 1973 at the 47 public community college campuses in the Illinois system. It is anticipated that addition of the recently approved 48th community college campus, the Chicago City College Skill Center, will substantially increase this percentage.

There has been a thirty percent increase in the headcount enrollments in occupational education during the past year. In the fall of 1973, twenty community colleges had equal or greater enrollments (FTE and/or H.C.) in their career programs than they had in their baccalaureate programs.

From Chart III, one will notice that approximately 54 percent of all career education students attend community colleges on a part-time basis. The sexes are served fairly equally, since 48 percent of the enrollment are women and 52 percent are men.

The breadth and depth of the career instructional programs at Illinois Public Community Colleges can be recognized in Charts III and IV. Here, a total of 1,696 certificates and two-year degrees have been categorized into 80 separate HEGIS curriculum classifications. As of April 1974, 845 certificates and 851 degrees in career education have been approved by the ICCB.

While this listing illustrates the extensiveness of these instructional offerings, it is ich [illegible] general in its structure to allow rea[illegible] to gain an insight to the specific ovative curricula currently being implented in the state. Some examples would those programs in Industrial Engineering, tometric Technology, Prosthetics and Orthotics, Watch Repair, Veterinary Technology, Coal Mining, Petroleum Technology, Aircraft Maintenance, Industrial Safety, Labor Relations, Plastic Processing, Corrections, Governmental Service and others.

Cooperative and contractual arrangements are flourishing in career education between Illinois Public Community Colleges as well as between them and other educational institutions or proprietary organizations. These agreements come in a variety of forms and are for a number of purposes. A summary of the types and classification of these arrangements can be noted in Chart V.

CHART III

EXPANDING EDUCATIONAL AND CAREER OPPORTUNITIES OCCUPATIONAL AND CAREER EDUCATION IN ILLINOIS PUBLIC COMMUNITY COLLEGES

FALL 1973

Dist. No.	Community College	Approved Associate Degree Programs	Approved Certificate Programs	Occupational FTE Enrollment	Occupational Headcount Enrollment	Full-Time Occupational Headcount	Part-Time Occupational Headcount	Male Occupational Headcount	Female Occupational Headcount	Occupational Dean
501	Kaskaskia	16	15	536	664	424	166	290	370	Darling, D.
502	DuPage	36	36	1,409	2,718	628	990	1,436	1,282	Tilton, T.
503	Black Hawk	36	42	(1,768)	(2,909)	(1,322)	(1,610)	(1,591)	(1,314)	
	Quad Cities	19	40	1,552	2,610	1,195	1,519	1,443	1,167	Moon, R.
	East	3	2	216	299	107	90	148	147	Stahl, F.
504	Triton	65	53	5,031	5,137	1,083	2,398	3,264	1,873	[illegible], V.
505	Parkland	30	22	1,066	1,353	1,017	110	584	769	Metz, C.
506	Sauk Valley	18	14	656	1,094	422	671	516	578	Rau, F.
507	Danville	20	17	546	1,136	535	599	626	510	Griggs, R.
508	Chicago City Colleges	120	107	(9,672)	(18,456)	(7,660)	(9,295)	(8,656)	(8,800)	Grede, J.
	Kennedy-King	21	34	2,091	4,005	1,508	2,079	2,343	1,652	
	Loop	19	38	1,820	4,238	1,099	1,973	1,885	2,353	
	Malcolm X	20	23	1,702	2,896	1,713	1,083	1,400	1,496	
	Mayfair	9	16	470	802	302	500	342	460	
	Olive-Harvey	14	28	830	1,267	470	795	588	679	
	Southwest	14	33	784	2,268	887	1,381	1,295	937	
	Wilbur Wright	15	15	1,105	2,090	706	1,384	903	1,187	
509	Elgin	15	7	833	1,425	514	911	623	802	Green, D.
510	Thornton	29	27	1,014	1,371	870	494	602	769	Pinard, W.
511	Rock Valley	27	39	1,190	2,084	730	1,350	1,397	687	[illegible], R.
512	Wm. R. Harper	26	38	1,963	3,502	1,236	2,120	1,754	1,748	Cormack, R.
513	Illinois Valley	17	9	590	618	530	88	310	308	[illegible], J.
514	Illinois Central	33	29	2,177	3,897	1,633	2,223	1,923	1,974	Leddy, M.
515	Prairie State	27	7	757	1,367	476	821	593	774	[illegible], H.
516	Waubonsee	14	16	519	699	300	399	309	390	Thompson, L.
517	Lake Land	16	17	1,060	1,136	812	40	663	473	Cole, C.
518	Carl Sandburg	24	22	414	573	293	255	310	263	Munson, W.
519	Highland	11	5	292	621	368	253	345	276	[illegible], D.
520	Kankakee	16	14	307	771	316	427	380	391	[illegible], R.
521	Rend Lake	13	4	276	201	115	[illegible]	61	140	[illegible], A.
522	Belleville	20	17	1,193	1,762	645	1,117	1,125	637	Washburn, C.
523	Kishwaukee	14	15	459	516	256	220	322	194	Jenkins, N.
524	Moraine Valley	36	10	953	1,833	878	950	929	904	Lee, B.
525	Joliet	20	14	1,136	2,052	788	880	1,182	870	Boudreau, M.
526	Lincoln Land	22	7	632	1,178	662	466	637	541	Vanderwater, O.
527	Morton	16	8	583	877	421	456	423	454	Naccarato, F.
528	McHenry	16	18	277	556	154	366	362	192	[illegible], B.
529	Illinois Eastern	30	31	(965)	(926)	(696)	(221)	(415)	(511)	[illegible], J.
	Lincoln Trail	8	10	183	199	147	52	119	80	
	Olney Central	7	10	408	345	200	65	125	220	
	Wabash Valley	15	11	373	383	269	106	171	211	
530	John A. Logan	13	10	438	485	296	107	188	297	Irving, R.
531	Shawnee	17	17	332	356	266	90	229	157	Jennings, J.
532	Lake County	34	7	909	1,784	400	1,804	989	795	Hoffer, J.
533	Southeastern	13	10	299	287	219	68	137	150	Gregg, R.
534	Spoon River	10	4	216	230	312	13	141	89	[illegible], M.
535	Oakton	19	11	439	570	178	392	269	301	[illegible], R.
536	Lewis & Clark	19	16	709	1,626	789	837	977	649	VanHoy, C.
537	Decatur	8	22	124	276	100	176	168	108	Wheeler, W.
601	SCC	5	50	638	654	434	73	507	147	Slaughter, V.
TOTALS		851	860	40,360	67,466	29,349	*32,528	35,145	32,321	

*Does not include off-campus enrollments.

CHART IV

OCCUPATIONAL/CAREER-ORIENTED CURRICULUM CLASSIFICATION*

HEGIS CODE AREA	NAME OF CURRICULUM AREA	NUMBER OF DEGREES	CURRICULUMS CERTIFICATES	NUMBER OF COLLEGES OFFERING CURRICULUMS
5001	Business and Commerce Technologies, General	12	15	10
5002	Accounting Technologies	29	27	36
5003	Banking and Finance Technologies	9	13	12
5004	Marketing, Distribution, Purchasing and Bus. Tech.	69	66	62
5005	Secretarial Technologies	58	85	66
5006	Personal Service Tech.	6	17	11
5007	Photography Technologies	2	4	6
5008	Communications and Broadcasting Tech.	8	4	8
5009	Printing and Lithography Technologies	5	6	7
5010	Hotel and Restaurant Management Tech.	5	6	6
5011	Transportation and Public Utility Tech.	8	10	11
5012	Applied Arts, Graphic Arts and Fine Arts Technologies	10	8	7
5073	Food Preparation and Service	4	3	5
5074	Aircraft Pilot Training	2	1	3
5075	Air Traffic Control and Support	-	1	1
5081	Real Estate	3	15	12
5084	Insurance	-	8	9
5085	Administrative Supervision and Management	3	3	3
5101	Data Processing Tech., General	19	9	10
5102	Key Punch Operator and Other Input Preparation Tech.	1	11	11
5103	Computer Programmer Tech.	22	19	36
5104	Computer Operator and Peripheral Equip. Opr. Tech.	1	11	9
5201	Health Services Assistant Tech., General	3	13	10
5202	Dental Assistant Technologies	-	19	15
5203	Dental Hygiene Technologies	5	-	5
5204	Dental Laboratory Technologies	1	-	1
5205	Medical or Biological Lab. Asst. Tech.	13	-	13
5206	Animal Laboratory Asst. Tech.	1	-	1
5207	Radiologic Technologies	17	4	18
5208	Nursing, R.N. (less than 4 yr. Program)	36	-	36
5209	Nursing, Practical (L.P.N. or L.V.N.)	-	27	21
5210	Occupational Therapy Tech.	1	1	1
5211	Surgical Technologies	-	7	7
5213	Medical Record Technologies	4	7	9
5214	Medical Assistant and Med. Off. Asst. Tech.	2	6	5
5215	Inhalation Therapy Technologies	8	4	7
5216	Psychiatric Technologies	8	1	7
5218	Institutional Management Technologies	3	3	4
5219	Physical Therapy Technologies	4	-	4
5284	Occupational Safety and Health	1	-	1
5285	Prosthetics and Ortotics	1	1	1
5301	Mechanical and Engineering Tech.	10	15	16
5302	Aeronautical and Aviation Tech	7	6	7
5303	Engineering Graphics	25	17	27
5304	Architectural Drafting Tech.	22	18	36
5305	Chemical Technologies	11	17	12
5306	Automotive Tech	27	27	31
5307	Diesel Technologies	5	5	8
5308	Welding Technologies	3	22	18
5309	Civil Technologies	6	4	6
5310	Electronics and Machine Technologies	17	23	23
5311	Electromechanical Technologies	2	3	3
5312	Industrial Technologies	7	12	12
5313	Textile Technologies	2	1	1
5314	Instrumentation Technologies	3	3	1
5315*	Mechanical Technologies	26	36	36
5317	Construction and Building Technologies	19	66	25
5381	Electronics & Electrical Engineering Tech.	9	4	10
5382	Industrial Management & Supervision	1	2	5
5383	Metalworking	-	8	2
5384	Fuel Technologies	1	-	1
5385	Mining Technologies	2	2	3
5402	Agriculture Technologies, General	46	25	23
5403	Forestry & Wildlife Technologies	1	2	3
5404	Food Services Technologies	3	6	4
5405	Home Economics Technologies	3	3	4
5408	Environmental Protection & Control Tech.	5	9	8
5479	Horticulture & Floriculture	7	9	5
5480	Agricultural Supplies and Services	6	-	6
5481	Agricultural Production & Resources	9	-	6
5482	Agricultural Mechanics	3	1	3
5483	Agricultural Marketing	1	1	1
5501	Public Service Technologies, General	6	13	9
5503	Education Technologies	11	17	20
5504	Library Assistant Technologies	12	12	13
5505	Police, Law Enforcement, Corrections Tech.	36	32	36
5506	Recreation & Social Work Related Tech.	13	7	11
5507	Fire Control Technology	17	17	18
5508	Public Administration & Management Tech.	2	2	1
5503 & 5599	Child Care Technologies	13	16	17

* Based on 6/19/74 Print-out

CHART V

COOPERATIVE - CONTRACTUAL AGREEMENTS AT ILLINOIS PUBLIC COMMUNITY COLLEGES

March 1974

	Type	Characteristics	Examples	Special Features	Type of Approval	Other Colleges Known to Have Such Arrangements
Between Illinois Public Community Colleges	A.	Entire Instructional Program Completed at the Receiving College	Illinois Eastern - Belleville (21 Instructional Programs)	Students attend receiving college full time Receiving college awards the degree Eliminates chargebacks	Local Board	
	B.	General Education-Occupational Education	Waubonsee - Kishwaukee (Associate Degree Nursing) and (Automotive Service Tech'y) (Licensed Practical Nurse and Agriculture)	Student usually takes general education at sending college and occupational instruction at receiving college Either college awards the degree or certificate Plan cooperating institutions "trade off" high cost programs	Local Boards Staff ICCB & IBHE	Elgin-Waubonsee Ill. Valley-Sauk Valley (4) Joliet-Ill. Valley Joliet-DuPage (5) Waubonsee-Joliet
	C.	General Education-Occupational Education-Internship	Elgin - McHenry (ADN Nursing & Horticulture)	As Type B, but internship is taken at sending college. Excellent feature for health programs	Local Boards ICCB & IBHE Staff	Three being developed
	D.	Joint Cooperative	Illinois Eastern-Rend Lake-Southern Illinois (Coal Mining Technology)	Three colleges share programs approval, sharing of courses, equipment, teachers, and facilities. Each program provides specialty in coal mining instruction but other parts of program available to others. Joint advisory committee	Local Boards ICCB IBHE	None
Between Community Colleges and Area Vocational Centers	A.	Shared facilities and Joint Cooperation in Offering Instructional Classes	*Wm. R. Harper College & High School Dist. 211, 214 and 224	College offers career orientation classes under high school administration. Shared facilities are expected in future for certain advanced classes. Meets ICCB policy for 16 and 17 years olds	Local Board ICCB	MONACEP-Oakton Community College and Niles Twsp. High School Dist. 219 and Maine Twsp. High School Dist. 207
	B.	Contracted facilities	Community College of Decatur and Decatur Area Vocational School	College contracts for vocational-technical building and equipment after 3:30 P.M.	Local Board	
Between Community Colleges and Senior Institutions	A.	Contracting for Educational Services	Lewis & Clark College and Blackburn College	College contracts for educational services to provide for previously approved units of instruction. In some cases, classes are shared with University students	Local Boards ICCB & IBHE	Community College of Decatur and Millikin University Kankakee Community College and Greenville College
	B.	Contracting for New Units of Instruction	*School of Technical Careers, (Southern Illinois University) and Illinois Eastern Junior Colleges	Community College obtains approval for new unit of instruction which is available at senior institution but serves as administering unit	Local Board ICCB & IBHE	None
	C.	Cooperative Program	BICCM Associate Degree Nursing Programs (STC SIU, John A. Logan, Shawnee, Rend Lake and Southeastern Illinois	Coordinates ADN experiences after completion of LPN certificate at "home" college. Shared staff and facilities. Both staff and students rotate to obtain most appropriate instructional experience	Local Board ICCB & IBHE	None
Between Community Colleges and Proprietary Schools	A.	New Unit of Instruction	Black Hawk, Quad Cities Campus *Barbering Cosmetology. 14 others currently approved or are pending approval	Contracts can be for educational services of new units of instruction	Local Board ICCB & IBHE	Eight colleges approved or anticipating approval
	B.	Existing Units of Instruction	(Report not required)	Contract for educational services to previously approved units of instruction	Local Board	Not applicable
	A.	New Unit of Instruction	(None received, but three reportedly are being developed)	Contract for educational services of new units of instruction	Local Board ICCB & IBHE	Three Being Developed
	B.	Existing Units of Instruction	*Carl Sandburg Community College	Contract for educational services of previously approved units of instruction	Local Board ICCB & IBHE	Two Being Developed

* Pending Approval

TAB G

Table 7. Appendix

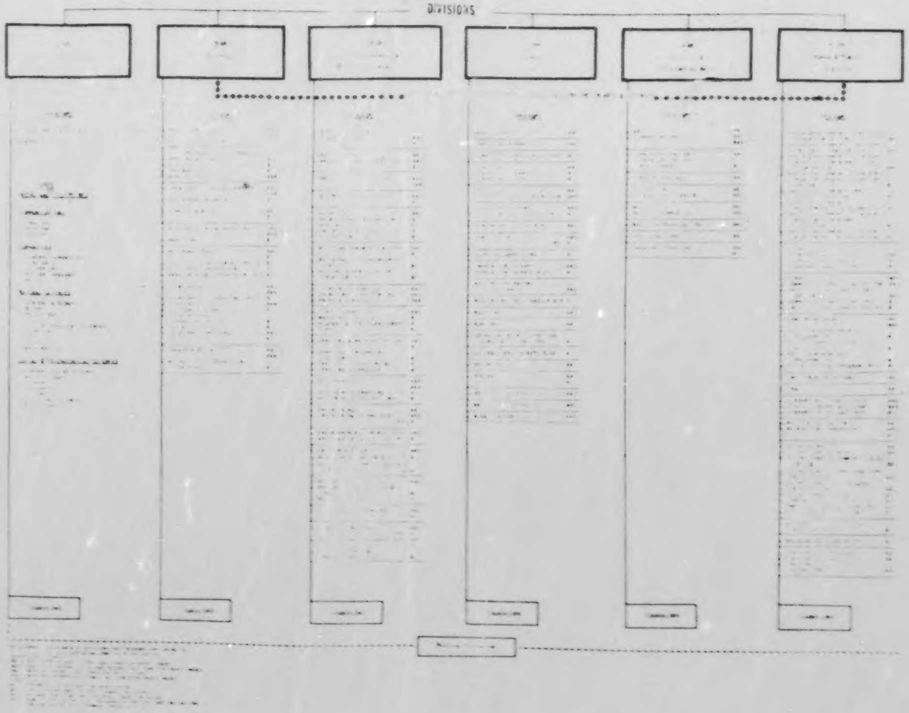
ENROLLMENT IN ILLINOIS COMMUNITY COLLEGE OCCUPATIONAL PROGRAMS, FALL 1973

Dist. No.	Community College	Occupational Programs Enrollment	Per Cent
501	Kaskaskia	664	41
502	DuPage	2,718	27
503	Black Hawk	(2,905)	(43)
	Black Hawk East	295	52
	Black Hawk Q.C.	2,610	42
504	Triton	5,137	31
505	Parkland	1,353	48
506	Sauk Valley	1,094	60
507	Danville	1,134	50
508	City Colleges of Chicago	(18,456)	(40)
	Kennedy-King	4,895	59
	Loop	4,238	36
	Malcolm X	2,896	66
	Mayfair	802	22
	Olive-Harvey	1,267	26
	Southwest	2,268	48
	Wright	2,090	25
509	Elgin	1,425	38
510	Thornton	1,371	52
511	Rock Valley	2,094	38
512	Wm. R. Harper	3,502	40
513	Illinois Valley	618	22
514	Illinois Central	3,897	45
515	Prairie State	1,367	34
516	Waubonsee	677	30
517	Lake Land	1,136	39
518	Carl Sandburg	573	33
519	Highland	621	49
520	Kankakee	771	23
521	Rend Lake	207	16
522	Belleville	1,762	34
523	Kishwaukee	516	27
524	Moraine Valley	1,833	30
525	Joliet	2,052	39
526	Lincoln Land	1,178	24
527	Morton	877	48
528	McHenry	554	40
529	Illinois Eastern Colleges	(926)	(20)
	Lincoln Trail	199	23
	Olney Central	345	15
	Wabash Valley	382	32
530	John A. Logan	485	32
531	Shawnee	386	47
532	Lake County	1,784	32
533	Southeastern	287	32
534	Spoon River	230	39
535	Oakton	570	16
536	Lewis and Clark	1,626	58
537	Decatur	276	25
601	SCC East St. Louis	454	18
	Totals	67,466	36

Source: Illinois Community College Board

TAB H

PROGRAMS BY DIVISIONS
City Colleges of Chicago



TAB I

[illegible] ADVISORY COUNCIL ON VOCATIONAL EDUCATION

April 12, 1974

Mr. John E. Tirrell
Vice President of Governmental Affairs
American Association of Community and
 Junior Colleges
One Dupont Circle, N.W.
Suite 410
Washington, D.C. 20036

Dear Mr. Tirrell:

Two years ago, The National Advisory Council on Vocational Education contracted with the National Planning Association for a study of duplication. The study was completed and forwarded to the United States Office of Education. It is a rather voluminous manuscript and we have only one file copy. However, I am enclosing a memo which was prepared last week for the Commissioner of Education on the subject of duplication which should be helpful to you. If you care to send someone by our office, they are welcome to look at the file copy of the National Planning Association Study and take whatever notes they wish.

Sincerely,

Calvin Dellefield

enclosure

CD/dg

DUPLICATION

Two years ago, the National Advisory Council on Vocational Education conducted a study of duplication in vocational education and manpower training programs in 20 selected cities. The study covered all publically funded programs administered by the Department of Health, Education, and Welfare and the Department of Labor, with the exception of adult education programs.

The study concluded that while there may be duplication, there were also gaps in skill training programs. The duplications generally were not of a significant or serious degree. It is believed that the situation has not changed appreciably since this report was completed, since there has been no significant increase in vocational education funding and the Department of Labor MDTA programs remained relatively constant pending passage of new manpower legislation.

However, with the passage of the Comprehensive Employment and Training Act of 1973 which replaces MDTA, with anticipated funding increases for vocational education programs and the writing of new vocational education legislation, and with the inclusion of major new programs for post-secondary occupational education in the Education Amendments of 1972, it is expected that the problem of duplication may become more serious than it has been in the past. These ongoing and new programs will be watched closely to determine any changes in the situation since the last duplication study. It is recommended that another major study of duplication be made in FY 1975 to determine the impact of the new Comprehensive Employment and Training Act and the degree of cooperation existing between these new manpower programs and the vocational education programs at the local level.

The previous study on duplication concluded that while there may be overlaps in program offerings among different agencies in a given city, these different programs often served different populations. For example, if secretarial courses are only offered by the secondary schools, anyone attending a postsecondary institution would not be able to be trained as a secretary. In addition, out-of-school youth and adults would also be denied training in this area, unless they could afford to purchase it from private proprietary schools. Overlapping program offerings at different institutions or agencies often means a greater choice of training opportunities for those seeking preparation in a given occupation. Overlaps are of concern when the total number of trained workers is greater than the number of jobs available or when programs could more efficiently and effectively be offered at fewer institutions and still meet individual and labor market needs. Even if programs operate at capacity, have entrance waiting lists, and are able to place all graduates in jobs, excess costs may be incurred in the area of program administration.

Gaps in occupational offerings may result in limited occupational options for enrollees or in shortages in trained manpower to fill available jobs. These gaps may occur because of over-emphasis on some training areas or when the total level of funding is insufficient to provide a wide range of skill training choices.

According to the study, the various occupations in the Business and Office area were often overlapping. Courses to train clerks, typists, secretaries, accountants, bookkeepers, and data processors were often found in secondary, postsecondary, and DOL programs. Certain health offerings, particularly licensed practical nurse, nurse aide, and medical and dental assistants, were often found at a number of institutions within a city.

Many of these overlaps are not significant when you examine the small total number being trained and the demand for these skills. Others are low skilled, entry occupations and many institutions offer them because of the heavy demand by students and the relative ease and low expense of providing training in these areas. What may be of concern, however, is the fact that overlapped programs contain substantial numbers of students. In some cities, students being prepared for those occupations offered at more than one type of institution may account for well over 75 percent of all students in public skill training programs. In several cities, it was found that these students accounted for over 60 percent of all occupational students. This is a somewhat misleading observation, however, since duplication may result from large numbers being trained in one occupation at one institution and a very small number at another. Moreoever, all students may be placed in employment after graduation.

Availability of identical types of occupational training is not necessarily undesirable unless (1) institutions are serving the same target population, (2) overlapping programs result in a surplus of trained labor relative to the labor market, or, (3) such programs add substantially to administrative costs.

The conclusions of the previous duplication study, which should be a guide for monitoring the problem in the future, are:

A. Special facilities funded by Department of Labor but operated by public education systems provide opportunities for skill training for populations which otherwise might not be served by existing public institutions.

where, what cities, states, TV

B. There is considerable administrative overlap between manpower programs in the nation's cities and frequently a lack of coordination in the provision of some services to enrollees. Increased administrative coordination appears to be needed to maintain quality programs

what cities, states, programs

C. Gaps in services exist and may be substantial. For the out-of-school groups, a marked expansion of skill training is needed and for teenagers with their extremely high unemployment rate, and their lack of work experience, the shortage of training opportunities is critical.

D. Vocational and occupational programs enroll all population groups. However, to some extent, the different groups tend to concentrate in different institutions. With few exceptions the secondary vocational programs served equal numbers of blacks and whites, while very small proportions of both groups are served in DOL programs for youth. For adults enrolled in preparatory institutional vocational programs, however, blacks tended to be enrolled in both types of institutions equally while whites were overwhelmingly concentrated in postsecondary institutions.

E. Duplications exist in many cities in the occupations for which skill training is offered and occurs frequently in those occupations for which there is a surplus of workers, indicating a need for improved coordination between programs and better planning in relation to the labor market. It appears that efforts in this direction will require training services for program administrators and the provision of technical assistance.

TAB J

HIGHLIGHTS OF A STUDY OF DUPLICATIONS AND GAPS IN PUBLICLY FUNDED SKILL TRAINING PROGRAMS

Pursuant to a Congressional charge to the National Advisory Council on Vocational Education, the U.S. Office of Education contracted with the National Planning Association in 1971 to conduct a study of duplications and gaps in public skill training programs.

The term "public skill training" was defined as publicly supported training which provided enrollees with marketable skills for entry level positions through formal classroom institutional programs. The study included training programs in private institutions which provided skill training to Federal manpower program enrollees on a contractual basis but excluded adult vocational and on-the-job training even when publicly supported.

Adult vocational programs were excluded in-as-much as they are normally single courses not programs of study, and are usually not for preparation for entry level employment but are for upgrading or for personal use. On-the-job training was likewise excluded since, although it contains a training component, it is in fact not a training course but actual employment.

The study was conducted in twenty urban areas selected from all regions of the nation and included very large cities such as Chicago and Los Angelos and smaller cities such as Allentown Pennsylvania, Portland

Oregon, and Hartford Connecticut. In all, data were collected from 20 secondary school systems, 37 post-secondary institutions, and 66 Federally funded manpower training programs.

Highlights of the Study

The study reported:

"...little overlap of skill training between Federal manpower programs and other public institutions and that special facilities funded by Federal programs but operated by public educational systems provide opportunities for skill training for populations which otherwise might not be served by existing public institutions.

"...considerable administrative overlap between manpower agency programs in the nation's cities and frequently a lack of coordination in the provision of some services to enrollees. Increased administrative coordination appears to be needed in order to maintain quality programs. Further centralization or consolidation does not seem to be warranted unless the quality of the services provided to target groups can be maintained or improved.

"...some overlap in occupational offerings between educational institutions and the manpower agencies. However, in most cases the schools currently do not have the broad range of services required to keep (target groups) in skill training programs until they acquire marketable skills.

"...gaps in services exist and may be substantial. For the out-of-school groups, a marked expansion of skill training is needed and for teenagers with their extremely high unemployment rate, and their lack of work experience, the shortage of training opportunities is particularly critical.

"...vocational and occupational programs enroll all population groups. ...the secondary vocational programs served equal numbers of blacks and whites while very small proportions of both groups are served in Federal manpower programs for youth. For the adults enrolled in preparatory institutional vocational programs, however, blacks tended to be enrolled in both types of institutions equally while whites were overwhelmingly concentrated in post-secondary institutions.

> "Duplications exist in many cities in the occupations for which skill training is offered and occurs frequently in those occupations for which there is a surplus of workers indicating a need for improved coordination between programs and better planning in relation to the labor market. It appears that efforts in this direction will require training services for program administrators and the provision of technical assistance."

Findings of the Study

The study reviewed all publicly funded secondary, post-secondary, and Federal manpower skill training programs serving the residents of the twenty cities and collected data on racial characteristics of enrollees, occupational offerings, and supportive services of each institution. Almost one million students were enrolled in the institutions surveyed of whom about 400,000 were in skill training programs.

Enrollment by institution. In all three types of institutions, about 40% of enrollees were in skill training. Although manpower programs are considered to be primarily skill training for the unemployed and underemployed, these programs provided only supportive services such as day-care, health care, or counseling to many of their enrollees, and were very similar to the educational institutions in the proportion of enrollees receiving skill training.

Of those receiving skill training over 60% of the total were in secondary school programs while post-secondary institutions (primarily junior and community colleges) accounted for less than 25%.

Institutional manpower programs accounted for about 10% of those students enrolled in public skill training in the cities surveyed.

The heavy reliance on junior and community colleges to provide the occupational training at the post-secondary level reflects the small number of technical institutes and area vocational schools in the cities included in the study.

The post-secondary skill training enrollments include substantial numbers of Federal manpower program enrollees who had been placed in post-secondary institutions for training. Approximately 20% of the Federal manpower program clients who were receiving skill training were trained in publicly administered secondary and post-secondary institutions and about 10% in proprietary schools. In addition, over one-third of the manpower program enrollees receiving such training were in Skills Centers funded by the Federal government but operated by local educational agencies. Less than 20% of the manpower program skill training was provided by the manpower agency itself.

The use of existing educational facilities and organizations by Federal manpower programs tended to reduce the likelihood that there would be duplications in the educational and training services provided in the community.

Occupational offerings by institution. Overall, more than 75% of all the skill training emrollments were found to be in office and in trade and industry occupations. About 80% of enrollments were in these occupational areas in both the secondary schools and the manpower programs compared with only slightly over 60% at the post-secondary level. The post-secondary schools also emphasized technical education which represented almost 20% of their enrollments but which was less than 5% in both secondary schools and manpower programs.

Even in those occupational areas where the secondary, post-secondary, and manpower programs all provided skill training, however, the skill level was likely to be different. The study report cites the health field as an example in which the bulk of the post-secondary programs were geared to medical and dental technicians and associate degree nurses, while the secondary and the manpower programs concentrated on medical assistants, nurses' aides, and orderlies.

This difference in occupational emphasis, the report points out, would also tend to avoid duplication in the offerings among the various skill training institutions.

Duplications in occupational offerings were, however, not uncommon. In the business and office occupations area courses for clerks, typists, bookkeepers, and data processors were often found in all three types of institutions. In trades and industry occupations, drafting, auto mechanics, welding, auto body and fender, electrical occupations, cosmetology, and food service were often found to be offered by several institutions within the same city.

The report points out, however, that the content of these courses may be different and may, in fact, be training students for different levels of work within the same general occupational title. Moreover, while program offerings may overlap, the different institutions often served different populations. If duplication were entirely eliminated, adults, for example, would not be eligible for skill training in occupations available at the secondary level and would be forced to purchase such training from proprietary schools. The same situation would apply to out-of-school youth who would be unlikely to return to the secondary school environment from which they had dropped out.

The report states that overlapping program offerings at different institutions often means a greater choice of training opportunities for those seeking preparation in a given occupation. The duplication of effort is a concern when the total number of program graduates from all institutions exceeds the number of job opportunities in the occupation in the community.

By-and-large one would expect skill training in a given community to concentrate on occupations in which workers were in short supply and avoid occupations in which there were already a surplus of workers. To measure the duplications and gaps in program offerings against labor market needs, the programs in each of the twenty cities surveyed were compared with lists of surplus and shortage occupations compiled by the local Employment Service.

Almost 17% of all skill training enrollees were being prepared for occupations in which there was already a surplus of workers. Less than 15% were in training for occupations in which there were shortages of skilled workers. The data suggest that it is likely that throughout the country there are many cities where skill training programs are not adequately related to the local labor market.

Availability of supportive services. Recognizing that skill training is not sufficient to improve the employability of many disadvantaged and minority group members who are most in need of occupational preparation, the study examined the extent and character of supportive services provided by the different training institutions. The supportive services included vocational guidance, counseling, adult basic or remedial education, English as a second language, legal aid, child day care, transportation, health services, and job development and placement.

Counseling, job development and placement, vocational guidance, and transportation were the most frequently provided services at the secondary level although many program administrators indicated that vocational guidance was inadequate even where it was available. Surprisingly, a number of secondary schools also provided legal aid, health services, and child day care for their students who required such assistance.

Most supportive services were more frequently available at the post-secondary schools and the manpower programs than at the secondary schools. Transportation services, which are extremely important for disadvantaged students, were provided by only 24% of the post-secondary schools. However, a few of these schools had made efforts to overcome this problem by locating facilities near the student populations in the inner city.

Health services were defined to cover preventative and treatment services and did not include emergency services such as the availability of a school nurse. Such services were provided by over three-quarters of the manpower programs, 30% of the post-secondary institutions, and 15% of the secondary schools.

All services were provided in at least some of the programs at all levels and in all types of institutions indicating that barriers to the provision of supportive services can be overcome if the administrator decides that the services are important enough.

Target populations served. The skill training programs included in this study differed significantly in the racial composition of their student bodies. Public secondary school programs were about equally divided between black and white students while post-secondary programs were predominantly white and manpower programs predominantly black. Most manpower programs also served proportionately more women than the secondary or post-secondary programs.

To a large degree the enrollment of racial minorities in post-secondary institutions was limited by the availability of supportive services required by the disadvantaged.

Although minority populations were served in all three types of institutions, there appears to be little duplication since the different programs serve different types of students. Secondary programs are designed for in-school youth and serve an age group generally excluded from post-secondary institutions. Even the manpower programs for youth serve only 2% of the high school age students enrolled in skill training programs, the remaining 98% being trained in the secondary schools.

For adults in skill training, almost as many blacks were enrolled at the post-secondary level as in manpower programs. The report points out that since many of these manpower program trainees are actually attending post-secondary facilities the potential duplications are reduced. Moreover, programs for adults are needed to provide a second chance for older persons who did not receive suitable skill training at the secondary level.

Of greater significance than the potential duplication, according to the report, are the gaps in services to minority populations. While about 50% of black youth were enrolled in skill training in the twenty cities (almost entirely in secondary institutions), only slightly more than 3% of the black adult population in these cities were enrolled in such programs.

Program administration. The study reported that little coordinated program planning existed among the various public skill training programs in the cities surveyed.

Many secondary school administrators felt that they could not spare the time to coordinate with other systems because of the pressure of scheduling, program development, etc. within their own school system. Available staff time was already committed to internal administration and little time remained for consultation with other institutions or for relating program plans to labor market or demographic data. Moreover, many administrators felt that much of the required information was not readily available in a form which was useful to them. Under these conditions it was felt that effective program planning and coordination were not possible.

At the post-secondary level, the variety of institutions (technical institutes, area vocational schools, and community and junior colleges) made it difficult to coordinate programs. In cases where a city-wide system existed, however, coordination was easier and in a few cases coordination was accomplished through an office at the state level.

The report indicates that efforts were being made at a few post-secondary institutions to credit students with courses taken at secondary schools. There was, however, little being done to relate program offerings to labor market needs or to job opportunities although many program administrators recognized this shortcoming.

Manpower program administrators were also faced with difficulties in coordinating their programs due to the time required for regular program administration. Even within the various manpower programs in a single community, problems of coordination arose due to differences in priorities, funding sources, and target populations.

The study found that under the CAMPS planning system in existence at the time of the study, the CAMPS committees had been unable to develop the degree of cooperation and coordination among the various local programs that was desired.

Conclusions

The report concluded that duplications in the provision of skill training by public agencies were minimized by the use of public educational facilities by many of the manpower programs and by the fact that the three institutions served different age and population groups or provided different services. Where duplication did exist, as in the case of some occupational offerings, this could be alleviated by increased coordination and better program planning.

It was felt that special target groups would be poorly served by the consolidation of programs since they require supportive services which appear to be best provided under existing programs.

Greater significance was placed by the report on the need for an expansion of skill training services for all groups and the need for expansion of supportive services for the disadvantaged target groups. Although it was not possible in this study to identify the magnitude of the need for skill training in the communities surveyed, the report concluded that much more training was needed than was provided.

~~And finally~~, the report states that the achievement of better planning based on a sound data base, improved coordination, and program offerings more relevant to the labor market needs will require an effort to provide administrators in all skill training programs with technical assistance and training in the necessary skills.

Of particular concern at the post-secondary level was the size of skill training enrollments and problems associated with serving disadvantaged populations.

The report states that in many communities little or no vocational offerings were provided by the local community or junior colleges. Such a condition seriously limits the vocational training opportunities for adults and may force many of them to forego formal training if they cannot afford the cost of a proprietary school.

With regard to serving the disadvantaged, the report points out that only about 22% of post-secondary skill training students were black compared with over 47% and 61% in secondary and manpower programs respectively. Increasing the relatively limited enrollments of racial minorities in skill training at the post-secondary level would require expanding the supportive services necessary for disadvantaged students to fully benefit from such training. Increased availability of legal aid, child day care, transportation, and health services at post-secondary institutions appear to be especially needed to adequately serve the disadvantaged groups.

The report cites the 1970 Digest of Educational Statistics which shows that only 45% of secondary students enter college and only half of these students complete the four-year program. These data emphasize the need for increased skill training for adults since only about 40% of secondary students were found to be enrolled in vocational programs. Unless post-secondary institutions expand their skill training offerings and supportive services, the majority of students, and particularly disadvantaged students, who leave secondary schools without vocational training will have limited options for preparing for the world of work.

TAB K

MIDDLESEX COUNTY COLLEGE
Edison • New Jersey 08817 • 201-548-6000
Office of the President

June 12, 1974

Dr. John B. Tirrell
Vice President-Governmental Affairs
American Association of Community
and Junior Colleges
1 DuPont Circle NW
Suite 410
Washington, D.C. 20036

Dear Jack:

In response to your letter of June 4, 1974, I am pleased to offer the following information on our cooperation with the Middlesex County Vocational-Technical School System.

One of the first steps that I took upon assuming the Presidency of Middlesex County College in 1965, was to establish a cooperative relationship with Dr. Burr Coe, Superintendent of the Middlesex County Vocational-Technical school system. I did this for a number of reasons.

(1) I strongly support philosophically the concept of vocational-education and that it can be provided by a variety of institutions.

(2) We have in the Middlesex County Vocational-Technical School System that appears to me to be one of the finest such systems in the country.

(3) Financial support for both the Vocational Schools and the County College is provided, to a great extent, by the same sources that is, the state legislature, and County Board of Freeholders. Thus, it seems desirable to prevent duplication of services and thus a waste of the taxpayers money.

As a result, Dr. Coe and I developed a position paper on the responsibilities of each educational system that was designed to prevent duplication of services and to foster cooperation between the two organizations. There have been numerous examples of such cooperation over the succeeding years.

In 1966, an MDTA funded welding shop was established in one of the County College buildings and was used by the vocational school for 2 years. In 1969, it became necessary to remove it because of the development of our Mechanical and Civil Engineering Technology programs. This provided the vocational school system, which was cramped for space, with a facility at a minimal cost. It provided for utilization of space at the County College that was not then needed for a college program. The only significant disadvantage was its distance(about 7 miles)from the nearest vocational school.

We have also established a special admissions procedure for graduates of appropriate programs in the vocational schools to related programs in the county college. This procedure includes waiver of the standard high school preparatory courses required of the usual high school graduate and substitutes solely the recommendation of the vocational graduate's guidance counselor. For example, we have had numerous graduates of the Electronics and Drafting Design programs admitted on this basis to the community college's Electrical and Mechanical Engineering Technology programs. This admissions policy also involves bringing interested vocational school seniors onto our campus each year on a special vocational school day for counseling and advisement by our faculty and counseling staff.

Our Dean of Engineering Technologies serves on the Middlesex County Career Education Coordinating Council along with the Superintendent of the Vocational-Technical school system. This body seeks to coordinate career education offerings across the county and is becoming involved with the distribution of Vocational-Education Act funds to school systems within the county.

I consider the steps that we have taken to ensure cooperation between the two educational institutions to have been a most worthwhile undertaking. Similar steps, if applied on a more universal basis, would serve to prevent the overlaps in educational offerings between community colleges and area vocational schools that exist throughout the state and across the country. The resultant spirit of distrust and competition which develops as a result of a lack of such coordination can only cause harm to both educational systems and to the interests of the communities which they serve.

I hope that this information is satisfactory to your needs, and that you have success in your presentation before the House Education and Labor Committee.

Sincerely,

Frank M Chambers

Frank M. Chambers
President

FMC/rp
cc: Mr. Kenneth Wright

Enclosure

TAB L

[illegible]

June 12, 1974

Dr. John E. Tirrell
Vice President - Governmental Affairs
American Association of Community
 and Junior Colleges
One Dupont Circle, N.W., Suite 410
Washington, D.C. 20036

Dear Dr. Tirrell:

I have been asked to respond to your letter of June 4 requesting information about this College's experience cooperating with the local technical institute. You will find enclosed a copy of the general agreement which has been accepted by the two institutions. Under the guidelines set by this agreement, we have obtained approval from the State Board of Higher Education to offer jointly the eight technology programs listed in the agreement. The programs will be launched effective September, 1974.

We anticipate that the enrollments in the eight programs will be relatively small in the first few years and then will increase sharply by the end of the decade. It is our estimate at this time that forty to sixty students will be involved as of the fall, 1974, semester.

It is too early to tell how this cooperative venture will work out but it appears obvious to us that substantial savings will be effected by the more efficient use of resources than could be accomplished if each institution pursued its own interests separately. If the spirit of cooperation that marks the beginning of this experiment is maintained, I feel strongly that the efforts that are being made in this County will serve as a landmark for cooperation among community colleges and technical institutions throughout the State.

Dr. John E. Tirrell
Vice President - Governmental Affairs
American Association of Community
and Junior Colleges

June 12, 1974

My only suggestion to others who might be considering cooperative programs between community colleges and technical institutions is to determine whether the boards and administrations of the respective institutions are willing to make the compromise to initiate the programs. If they are not, no amount of discussion will see the programs through to fruition. It is important that both sides, the college and the technical institute, realize that mutual respect is a fundamental premise in such an enterprise. Until that respect is present, little progress can be made.

Sincerely yours,

Saul Orkin
Dean of the College

SO:ee
Encl.
cc: Dr. Smith
Mr. Kenneth Wright, DHE

TAB M

BLACK HAWK COLLEGE
Moline, Illinois

June 14, 1974

TO: Dr. Alban E. Reid

FROM: Dr. Richard J. Puffer

SUBJECT: Cooperation Between Black Hawk College and Local Proprietary Schools

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You have requested some information which will help you respond to the letter from John E. Tirrell of the AACJC. The following points should be considered by anyone giving testimony on the cooperation which can occur between community colleges and private or proprietary schools.

1. Black Hawk College uses clear-cut contractual agreements with each proprietary school. A sample of such an agreement is attached to this memo and can be forwarded to Mr. Tirrell. The advantage of this type of written agreement is that each party knows clearly its responsibility and obligations.

2. The students receive benefits, particularly in Illinois, because this arrangement permits application for the Illinois State Scholarship.

3. A further benefit to the student is that these agreements have made it possible for students to get training from a proprietary school at lower costs (through Black Hawk College) than if he or she had applied directly to the proprietary school. This is possible, in part, because the proprietary school is certain of receiving payment for every student enrolled, while it sometimes has difficulty in collecting from students enrolled individually.

4. The student receives another benefit in the form of college credit for training received at a proprietary school. At Black Hawk College, this credit can be applied toward an Associate in Applied Science Degree.

5. The student receives a further benefit through this arrangement since Black Hawk College administrators and faculty members visit the schools to evaluate the quality of instruction. Thus any other evaluation done by State agencies or accrediting groups is supplemented by the evaluation done by our own staff.

6. There is also a benefit to Black Hawk College since students enrolling through Black Hawk in private or proprietary schools are often encouraged to continue their education toward an Associate in Applied Science Degree. Their original enrollment in the College increases our enrollment figures for State apportionment figures, and their subsequent enrollment to continue toward a degree also increases our enrollment. The net result is that the College has a larger student body over which it can spread its fixed costs of operation.

7. The private or proprietary school is also assisted, since its affiliation with the community college tends to improve its status in the eyes of potential students, and make their recruiting process easier. The private school is, therefore, able to attract more students, and to improve its staff, equipment and facilities as enrollments grow.

8. An additional benefit to the community college is that this arrangement expands the range of programs which can be offered to community college students with no extra outlay for staff, equipment or space. The investment made by each community college is in administrative time and effort to coordinate and evaluate the programs. Black Hawk College has been able to hold these costs to a minimum while still serving a significant number of students.

Attachment:

TAB N

4

urban strategy center case study

husky oil's summer school and work program

Husky Oil Company has a Summer School and Work Program at its Cody, Wyoming office which provides high school students with summer employment and, at the same time, gives them the opportunity to learn of business from those who are responsible for all of the functions of a major corporation.

Husky has developed a special course called "Introduction to Business" in which thirty-one company and other business volunteers give the students a practical introduction to all of the career opportunities available in the oil industry.

Because of the cooperation of the local community college and high school, each participating student receives college and high school credits for successful completion of the course.

Having seen the success of its Cody effort, Husky has started this program in five other company locations and is trying to increase the size of its classes by having other businesses participate.

BACKGROUND In the summer of 1971, Husky Oil Company established a Summer School and Work Program for high-school-age summer employees at its Cody, Wyoming offices. While Husky has some 2600 employees located in various offices throughout the United States and Canada, there are 246 full-time employees at the Cody corporate office. The company, with the cooperation of Northwest Community College of Powell, Wyoming, and Cody High School, created a two-phase, on-the-job training program providing students with summer employment and exposing them to the career opportunities in the oil industry through a special course entitled "Introduction to Business".

MOTIVATION In explaining the reason for Husky's creating such a program, Chairman of the Board Glenn E. Nielson said:

"The serious and widening gap that exists between skills required for gainful employment in our rapidly automating economy and the capacity of the present educational system to provide these skills is a major problem facing education today. As the need for more and better education has increased, it has become essential to search for new and more effective means of meeting the career development needs of students and the employment demands of industry.

"The average high school or college graduate has little practical knowledge of the actual operations of business and industry. Too many of our high schools and colleges have the theory of education but fail completely so far as practical knowledge or application are concerned.

"Industry has a responsibility and an obligation to provide education and insight for students planning careers in business.

"Our aim in setting up this on-the-job training course was to provide the students with instruction from educated people who have had the opportunity of putting the theory taught in school into practice in the business world."

PROGRAM DESIGN AND IMPLEMENTATION

A Husky Vice President, who had been involved in program efforts with the community college, was charged with development and implementation of the program. He quickly arranged a meeting between the President and Distributive Education Director of the Community College, the Cody High School Principal and Guidance Counselor, and the Husky Office Manager for Cody.

Through subsequent meetings with the educators, it was agreed that Husky would develop a two-phase program to give students a broad orientation and exposure to career opportunities in the business world and that this program would bridge the gap between the theory received in the educational institutions and its practical application in the business world.

Husky became responsible for offering suitable employment and on-the-job training for the Distributive Education part of the program. For the classroom portion, it provided the program direction, meeting facilities, the course outline, a company coordinator, and the instructors.

The schools agreed to establish guidelines and to specify the academic and Distributive Education requirements for college and high school credits to be earned by participating students. Each school also offered the services of an individual from its professional staff to work directly with the coordinator, to help him with instructional training suggestions; audit classes; review Distributive Education work training, and to conduct the final examination which would qualify students for academic credit.

The Husky Office Manager became the over-all Program Coordinator, responsible for developing the course, the class schedule, recruiting instructors and organizing the student work program.

THE SUMMER SCHOOL AND WORK PROGRAM

The number of students selected to participate in both phases of the program has been governed by Husky's requirements for seasonal and vacation relief. In the first year they had eight students; in 1972, they had nine; and in 1973, twenty. This past summer, five local business firms each sponsored one student employee and more jobs were made available in the Husky organization. They had nine girls and eleven boys.

At Husky, the Program Coordinator determines the number of students that can be *gainfully* employed. There are no "make work" jobs—as they would defeat the purpose of the program.

Rather than selecting students by high academic grade averages, he looks for students who are regarded as thought leaders, inclined toward a business career, and who are planning to go on to college. He receives a list of prospective employees from the high school and interviews them to determine that they meet Husky's qualifications, are seriously interested, would be satisfied with the available work and wages, and would be able to participate during the entire eleven-week program.

Work Phase

On-the-job training, with pay, is provided in the following departments: Control Accounting, Cashier Section, Machine Accounting, Production, and Office Services. For the first summer, the students were rotated through the various work sections to allow maximum exposure to various jobs and work experience. During the final program evaluation, however, it was decided that it would be better for Husky and the students to have each student remain at a certain job for the full time. This has been the practice since.

Academic Phase

Each morning, before the start of the regular work day, the students meet with an instructor for at least an hour. They do not receive pay for this time, unless a class runs into the work day.

The "Introduction to Business" course was developed with the view of exposing the student to as many career opportunities as possible in the oil industry. During the program, thirty-one instructors—including the Chairman of the Board—follow a barrel of oil through its various discovery and manufacturing stages to its final consumption as a finished product: geology, production, refining, supply, distribution and marketing. To this is added all the administrative service departments necessary to any organization: accounting, communication, computers, legal, employee relations, etc.

The eleven-week program consists of a minimum of sixty hours of class and tour time, intermediate take home exams to make sure students understand the material, periodic summary overviews given by the Coordinator to tie the classes together, and a final exam given on a pass/fail basis. Successful completion entitles each student to three hours of academic credit and two hours of distributive education credit at the college level, as well as three hours of high school credit.

INSTRUCTORS

All of the instructors, who volunteer their time, are experts in their fields who are actively working in the areas of their subject matter. Many are Department Managers. They are recruited as much as possible from the Cody office; however, in areas not directly handled by Cody, staff is requested from other company offices. Their presentations are arranged to coincide with a regular Cody business trip to conserve travel expenses. The same procedure is used in scheduling non-Husky employees, such as AT&T and Mountain Bell representatives, who volunteer to speak on communications—while conducting routine business in Cody.

Prior to each year's course, the Coordinator submits his list of instructors to the college for approval. This list indicates the various academic qualifications of each instructor—degrees attained, universities attended and management positions held in their respective companies. This step is regarded as important in maintaining the academic credibility of the course and subsequent credit for the students.

Each instructor must present a class outline for the Coordinator's approval, based on the agreed plan with the college. The outline has to show extensive coverage of the course matter, with a minimum of six important areas of the profession. The instructor also supplies questions covering these areas for the examinations.

KEYS TO SUCCESS

Because the "Introduction to Business Course" exposes students to such a wide scope of professions and functions in a short period of time, Husky established five requirements to make sure the students retain the prominent features of each class and that the whole course has continuity. They are:

1. class outline with support materials;
2. questions covering key points of each lecture;
3. take home examinations to monitor student understanding;
4. periodic overviews tieing the course matter together and stressing the interdepartmental functions and cooperation that are required to make a corporation a successful and profitable operation; and
5. periodic auditing of class lectures and materials by the school representatives.

From Husky's experience, the Coordinator is the key to the success of the program. He develops the course and class schedules, recruits instructors and organizes the student work program. He audits all lectures and provides the periodic overviews which present the over-all business picture. In addition, prior to each new lecturer's presentation, he briefs the instructor on the nature and make-up of the students, reviews the proposed presentation, and advises him of possible areas of overlapping material covered by prior instructors. In selecting the person to take on this responsibility, Husky recommends someone with a general over-all working knowledge of the business areas to be covered in the course.

THE FUTURE FOR THE HUSKY PROGRAM

The only difficult problem Husky staff has experienced with their Summer School and Work Program is with expansion. Because of staff size, Husky is limited in the number of students which can be gainfully employed during the summer. Despite this, the company started the program in five other offices in 1973: Calgary, Alberta; Lloydminster, Saskatchewan; Denver, Colorado; North Salt Lake, Utah; and Omaha, Nebraska.

Husky is also trying to increase the size of its classes by interesting other business firms in each area to participate. This is considered crucial to reaching a greater number of students. The company was able to add five students to the Cody course because local businesses agreed to each sponsor a student employee.

SAMPLE COURSE OUTLINE: "INTRODUCTION TO BUSINESS"

Day 1 Welcome, general outline of program, explanation of college and high school [illegible] the program
Day 2 Oil and Gas Geology—Part 1
Day 3 Oil and Gas Geology—Part 2
Day 4 Oil Well Drilling and Completions
Day 5 Oil and Gas Reservoir Properties
Day 6 Oil Well Logging
Day 7 Oil Well Stimulation
Day 8 Tour of oil well drilling site—2 hours
Day 9 Tour of oil field—3 to 4 hours
Day 10 Management of a Refinery
Day 11 Operating a Refinery
Day 12 Quality Control in Manufacturing
Day 13 Tour of Refinery—2 hours
Day 14 Overview—Course Matter to Date
Day 15 The [illegible] and Supply of Oil in Future
Day 16 Principles of Marketing
Day 17 Marketing Management
Day 18 Modern Marketing Concepts and Practice
Day 19 Marketing Research
Day 20 New Product Planning
Day 21 Modern Personnel Practices and Procedures
Day 22 The What and Why of Fringe Benefits
Day 23 Educational Practices by Industry
Day 24 The "In House" Training Sponsored by Business
Day 25 The Effective Use of Time
Day 26 Accounting's Role in Business
Day 27 Accounting Practices in the Oil Industry
Day 28 General Office Procedures and Policies
Day 29 Budgeting as a Business Tool
Day 30 Credit as it Applies to Business
Day 31 Credit as it Applies to an Individual
Day 32 Overview—Course Matter to Date
Day 33 Personal Communications
Day 34 The Computer's Part in Modern Business
Day 35 Computer Management and Operations
Day 36 Computer Programming
Day 37 Tour of Data Processing Center—2 hours
Day 38 Overview (Credit, Accounting, Computer)
Day 39 Long Range Planning: Its Importance and How it is Accomplished
Day 40 Who prepares long range plans and forecasts
Day 41 What is Operations Research and how is it applied
Day 42 [illegible] past, present and future: "The Husky Story"
Day 43 Evaluating communications needs for a business
Day 44 Importance of profits in Free Enterprise System
Day 45 Philosophy of Management
Day 46 Organizational Concepts
Day 47 Overview—Entire Course Matter to Date
Day 48 Internal Auditing
Day 49 The Lawyer's Role in Industry
Day 50 Legal Problems from Lease to Gasoline Pump
Day 51 Overview—Entire Course Matter to Date
Day 52 The role of the Chairman of the Board in coordinating the efforts of multi-departmental companies and a multi-company corporation
Day 53 The problems of top management in the direction of a corporation within the framework of economic conditions. Government regulation and regulations, satisfying the stockholder and maintaining a good public image. (taught by the Board Chairman)
Day 54 The constant search for and evaluation of people to meet the growing needs of industry for qualified personnel. (taught by Board Chairman)
Day 55 Overview—Entire Course
Day 56 Final Examination

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TAB O

STATE OF WASHINGTON
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

June 5, 1974

Mr. John F. Tirrell, Vice President
Governmental Affairs
American Association of Community and Junior Colleges
One Dupont Circle
Suite 410
Washington, D.C. 20036

Dear John:

Your letter of May 8th asked if we had any reservations on the arrangements for administering vocational education in this state. In general it has worked very well, as you deducted in the report from the "Technical Assistance Team". The kinds of problems which the team identified resulted primarily from the continued existence in the vocational education agency of a fairly large staff dedicated to program development activities. This tended to create confusion at the local level and introduced some duplication of effort from the state level. On May 29th the CCOE took action which will probably eliminate most of the problems. At their special meeting that body approved changes in the Interlocal Agreement between the Vocational Education Agency and our SBCCE. These changes clearly established the responsibility for program development activities in my office. A similar agreement between the CCOE and the SPI completes the removal of program development responsibilities from the CCOE. A draft copy of the approved document is attached.

Incidentally, the staff involved has been assigned to the SPI. The Community College System intends to carry out its responsibilities primarily by contracting with individuals with the necessary expertise who are already in the community colleges of the state.

Sincerely yours,

JOHN C. MUNDT
Director

JCM:RGM:R
Encs

INTERLOCAL COOPERATIVE AGREEMENT

Between

COORDINATING COUNCIL FOR OCCUPATIONAL EDUCATION
(Hereafter Referred to as "CCOE")

and

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
(Hereafter Referred to as "Board")

Entered into pursuant to Chapter 39.34 RCW

WHEREAS, CCOE is authorized to prepare, adopt, certify and administer the Washington state plan for vocational education (hereafter referred to as "plan"), and

WHEREAS, CCOE is the Washington state agency responsible for the receipt and distribution of Public Law 90-576 and other federal vocational educational acts moneys in a manner consistent with the plan and designed to effect the aims and purposes of the acts of Congress pertaining to vocational education; and

WHEREAS, pursuant to the plan, CCOE promotes, funds and is responsible for the administration of vocational education programs, services and activities in the common schools and community colleges of the State of Washington; and

WHEREAS, CCOE desires to more effectively meet its duties and responsibilities under the plan by coordinating its efforts at the administrative level with those of Board; and

WHEREAS, Board desires to cooperate with CCOE for the purpose of providing vocational education programs, services and activities in the community colleges over which Board has general supervision and control.

NOW, THEREFORE, It is mutually agreed that:

A. RESPONSIBILITIES

Subject to the overall policy determination of and approval of CCOE, the following responsibilities and duties for vocational education programs, services and activities are assigned to Board: PROVIDED, That the performance of the following duties and responsibilities shall in all respects be consistent with the plan which is by reference incorporated into this agreement as now or hereafter amended:

(1) Initial selection and approval of vocational education programs, services and activities in the community colleges;

(2) Initial allocation, pursuant to overall program plans developed by CCOE of federal moneys apportioned to Board by Division;

(3) Immediate supervision of vocational education programs, services and activities in the community colleges;

(4) Vocational education consultation services to the community colleges;

(5) Promotion of vocational education programs, services, and activities within the community college system;

(6) Providing CCOE, in the manner, form, and at the times required by CCOE, with the information and data regarding vocational education programs, services, and activities which are necessary for the preparation of state and federal reports, the long-range program plan, and the annual program plan, and

(7) Employing the mutually agreed upon professional personnel, other personnel, and providing the office space, equipment, and supplies for such personnel, which are necessary for Board to perform its duties set forth in (1) through (6), _supra_.

B. _DUTIES OF CCOE (For the Purposes of this Agreement)_

I.

For the purposes of this agreement, CCOE shall, on a continuous basis, evaluate the performance of all parties to this agreement for the purpose of determining the effectiveness of this coordinative effort and compliance with federal rules and regulations governing the expenditure of vocational education funds. An annual written report of such evaluations shall be provided Board.

II.

CCOE shall, at least on a quarterly basis, reimburse Board the actual costs incurred by Board in the performance of its duties and responsibilities under this agreement: PROVIDED, That reimbursement by CCOE for such costs shall not exceed a mutually agreed upon annual budget for this agreement to be prepared and adopted by CCOE prior to July 1 each year.

C. _IMPLEMENTATION_

Development of the processes and procedures needed for the implementation of this agreement by the respective parties, shall occur in full recognition and observance of the following agreed-upon principles:

I.

Communications and agreements that take place between the CCOE and the community college system shall be so structured that they generally shall be accomplished through the State Board for Community College Education.

II.

In the development of the Plan and in the development of the rules, regulations and policies by CCOE, the preparation by the State Board for Community College Education of their portion of the Plan shall receive major consideration from CCOE in determining the directions and priorities within the Plan.

III.

Staffing patterns of the three agencies, in the fulfillment of this agreement, should accurately reflect their respective functional needs. The matter of personnel selection, while required to conform to personnel standards established under the Plan, must be a responsibility of the respective agency.

Among the functions which should be performed as a direct service to local educational agencies through the office of the State Board for Community College Education are:

a. program development and improvement

b. curriculum development

c. student group leadership

d. teacher education, exclusive of four-year institution contracts

e. administration of personnel standards

The Director of the State Board for Community College Education and the Executive Officer of CCOE shall jointly evaluate the effectiveness of this reassignment of functions prior to May 1, 1975, for the purpose of making recommendations to CCOE as to the appropriateness of continuing these arrangements.

D. DISPOSITION OF SUPPLIES AND EQUIPMENT

All personal or real property acquired by Board, the costs of which are reimbursed by CCOE pursuant to this agreement, shall be distributed and/or transferred to CCOE upon termination of this agreement.

E. VERBAL AGREEMENTS

It is mutually agreed and understood that no alteration or variation of the terms of this agreement shall be valid unless made in writing and signed by the parties thereto and that no oral understandings or agreements not incorporated herein, or no alterations or variations of the terms hereof, unless made in writing between the parties hereto, shall be binding.

F. PROHIBITION AGAINST ASSIGNMENT

This contract or any interest therein shall not be assignable by either party.

G. TERMINATION OF AGREEMENT FOR CAUSE

If, through any cause, either party shall fail to fulfill in a timely and proper manner its obligations under this agreement or shall violate any of the covenants, agreements, assurances or stipulations of this agreement, the other party shall thereupon have the right to terminate this agreement by giving written notice of such termination and specifying the effective date thereof, the effective date being at least ninety days subsequent to the notice, unless otherwise mutually agreed. In the event of such termination, all finished or unfinished documents, data, studies, surveys and reports prepared by either party for the other pursuant to this agreement shall, at the option of the intended recipient, become its property.

H. DURATION OF AGREEMENT

This agreement shall be effective as of July 1, 1974, and shall continue until Midnight, June 30, 1975, unless terminated as provided for in section G, supra.

IN WITNESS WHEREOF, CCOE and Board have executed this agreement this
_____ day of _______________, 1974.

CHAIRMAN, Coordinating Council for
Occupational Education

CHAIRMAN, State Board for Community
College Education

DIRECTOR, State Board for Community
College Education

DIRECTOR AND EXECUTIVE OFFICER,
Coordinating Council for
Occupational Education

TAB P

MANPOWER TRAINING IN COMMUNITY COLLEGES

by Andrew S. Korim

MANPOWER TRAINING IN COMMUNITY COLLEGES

by Andrew S. Korim

American Association of Community and Junior Colleges
One Dupont Circle, N.W.
Washington, D.C. 20036

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Funds for this project came from Office of Education, U.S. Department of Health, Education and Welfare under Grant No. OEG-0-71-4729 (335). Findings, opinions and conclusions, however, are those of the author and do not represent official policy of the U.S. Department of Health, Education and Welfare.

Foreword

Untrained and undertrained manpower serves to handicap the stability and growth of the nation's economy, creates personal hardship on the individual and families concerned, and contributes to social dislocations. Manpower training programs as developed under the Manpower Training Act of 1962, and the various amendments to this legislation, have provided training to untrained and undertrained persons, and to persons needing retraining, thereby reducing the negative economic and social effects. Community colleges, junior colleges, and technical institutes have served as training sites for such programs. Yet, the extent of the participation, the advantages and disadvantages, and the issues and concerns associated with the participation of the nation's more than 1,100 community colleges, junior colleges, and technical institutes in manpower training programs have been generally unknown. This report answers some of these questions.

The chapters review the results of a survey of community colleges, discuss some of the strengths of community colleges as they pertain to manpower training, and identify problems encountered in the operation of training programs. Additionally, the development, organization, and operation of comprehensive manpower training skills centers in community college settings are analyzed. Examples of alternative approaches to skills center structure are examined. Furthermore, the significance of manpower planning to manpower training programs in community colleges is discussed.

The consistency of the community college philosophy with the intent and methods of manpower training programs, as specified in legislation and program guidelines, is discussed. The interrelationships between the community college commitment to open-admissions, diverse training and education alternatives, individualized supportive services and the regularization of manpower training programs in community colleges are cited. Suggestions for the expansion of community college participation in manpower training are offered.

Hopefully, this publication will prove useful to legislators, to federal and state administrators of manpower programs, to planners of economic development, to manpower area planning councils, and to community college boards and administrators. Further, in turn, it is hoped that improvements in services to persons participating in manpower training programs will result.

The Association is grateful for the cooperation of the 635 community colleges, junior colleges, technical institutes, and other two-year institutions which returned the survey questionaire, thus providing the basis for much of the content in this publication. Martha Harris, Howard Matthews, Ann Donovan, William Bowers, and Ronald Tarlaian and other staff members of the Division of Manpower Development and Training, Bureau of Occupation and Adult Education, U.S. Office of Education, provided valuable direction to the study.

A number of persons served as consultants and reviewers for the project. Others provided detailed information on their programs. The Association is grateful to these persons for their contributions. Special notice should be accorded Richard Byerly who served as chairman of the team of consultants.

Important services were provided by a number of staff members of the Association. Data processing for the study was conducted by Aikin Connor. William Harper and his staff coordinated the publication details. Others who gave valuable assistance were Ann Maust, William Shannon, Kenneth Skaggs, and Richard Wilson. Mary Yenchick provided secretarial services. Deep gratitude is due all of them for their fine cooperation.

Andrew S. Korim
Director of Manpower Project
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I. Introduction

Manpower Training

The Manpower Development and Training Act of 1962 marked the beginning of a national effort to train unemployed and underemployed persons for entry or reentry into the labor market. Prior to this act, the Federal government's involvement in unemployment concentrated on using fiscal and monetary policy in such a way as to stimulate the economy sufficiently to create a demand for more labor which would, theoretically, reduce unemployment.

Under the Employment Act of 1946, full employment had become a national goal. The emphasis on fiscal and monetary tools was based on the rationale that if the demand for labor were kept high, the human reservoir would, on its own, develop the skills needed to fill the positions. However, this approach did not directly confront the issue of structural unemployment, that is, unemployment which arises when the worker lacks the requisite skills. (This is unlike unemployment which results from a lack of jobs.) Although gross national product rose year after year, unemployment continued to plague those who had not utilized the existing training and education opportunities offered by private and public educational institutions.

MDTA broadened the government's focus to include not only the demand side of the employment equation but also the education, training and other aspects of the supply side. The act provides for retraining those persons with obsolete skills in new skills which are or will be in demand.

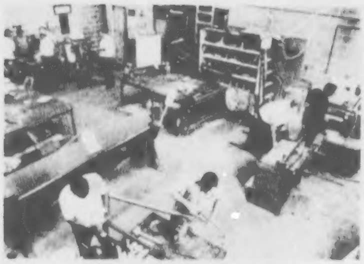
The institutional training program funded under MDTA has been operated largely by public and private schools and has played a major role in providing occupational training and educational services.

Primary responsibility for institutional training is placed by the act with the Secretary of Health, Education and Welfare. Other aspects of the program—notably the selection, payment and placement of trainees—are the responsibility of the Secretary of Labor. Operation of the institutional manpower training program has been delegated by the Secretary of HEW to the Office of Education, where it is the responsibility of the Division of Manpower Development and Training in the Bureau of Adult, Vocational, and Technical Education.

The act states that individuals may be referred to training in occupations determined by the State Employment Service to be in demand in the community, state or nation. There must be a reasonable prospect of employment in such occupations. Training allowances may be paid to trainees who qualify for them, in amounts equivalent to average weekly unemployment compensation payments in the state where the training is offered.

Most enrollees are unemployed when they enter training. Many others are in low-paying jobs and require training or upgrading. (Usually enrollees need remedial training in communications and computational skills.)

MDTA training is provided in separate projects, each offering training in a specific skill or in multi-occupational projects and in Skills Centers grouped to share administrative, supervisory, and service skills. It is also provided in a cooperative work training setting or in conjunction with on-the-job training, where classroom work is "coupled" to supplement and extend what the trainees learn at work. The Skills Center—a center for comprehensive manpower training and support services—has proven a natural link between the aims of MDTA and the abilities of community and junior colleges.



Students work on individual projects in Metal Fabrication, Manpower Skills Center, Mississippi Gulf Coast Junior College.

Comprehensive Community Colleges

Concurrent with the changes initiated in the early 1960's in the Federal approach came changes in the educational institutions serving persons of post-high school age. This group included high school graduates, persons who did not complete high school and persons without any high school preparation. In order to better serve this constituency, the concept of flexible, community-oriented, post-secondary institutions was developed. Important ingredients in the concept included:

1. An open admissions policy that reduces traditional academic and social barriers to entry.
2. Comprehensive educational and training opportunities under a single administrative structure and easy mobility from program to program within the institution.
3. Community outreach to channel into education and training previously unserved populations—poor people, unemployed adults, and ethnic minorities.
4. Developmental services tailored to the need of individuals.
5. Sensitivity to the manpower needs of local and national employers.
6. A teaching and administrative staff oriented to serving the diverse needs of deprived and economically vulnerable populations, and
7. A capacity to regularize manpower training services into a training and educational environment conducive to continued individual growth.

A number of states developed master plans for such revamped institutions, designating them ***community and junior colleges***. A few states lagged and still have no commitment to the development of a network of community institutions. Nevertheless, the number of community and junior colleges increased during the 1960's at a rate of about fifty a year. As community colleges gained experience in offering occupational preparation, administrators of the manpower development and training programs and community college leaders saw the potential of the community college as a vehicle for comprehensive manpower training services under the Manpower Development and Training Act.

The MDTA - Community College Fit

Subsequently, two questions were asked: Could a community college be considered as a sponsor for the MDTA Skills Center, for multi-skill operations, or for individual referral and could the community college deliver the desired product if given the opportunity to operate manpower training as specified under MDTA? The answers were affirmative.

The act does not preclude a Skills Center becoming part of another ongoing educational program if the institution accepts the MDTA criteria for the Center. Since MDTA places strong emphasis on economy of operation, variety of training and education programs, adequate staffing, and effective learning materials and equipment, the community college has a built-in advantage.

Although many community and junior colleges have been actively involved in manpower training activities, the extent of their involvement in MDTA programs, the problems encountered, and the degree of commitment to MDTA purposes and approaches had not been ascertained. The purpose of the AACJC project, therefore, was to answer such questions and to explore the possibility of accelerated participation by community colleges in manpower development and training.

Guidance by Mississippi State Employment Service provided at Manpower Skills Center, Mississippi Gulf Coast Junior College

II. Extent of Participation

Current Involvement

The project began with a survey of 1111 two year colleges. Out of the 635 respondents (57.2%), Skills Centers were reported by 33. Since the Division of Manpower Development and Training has designated and funded only 14 such Centers, it was decided that the discrepancy could be attributed to two factors. One, colleges could be confused about the conditions to be met if a Center is to meet official U.S.O.E. criteria, and second, some may offer manpower training without MDTA funds but still designate their operations as Skills Centers.

Eighty-four respondents reported having multi-occupational programs and 221 reported having single occupational projects (many of which were probably "individual referrals"). Table 1 summarizes this data.

The 635 responding institutions reported a total of 579,033 students *enrolled* in job-entry level programs, including both MDTA and other occupation programs. It was not possible to determine the number of students exclusively enrolled in MDTA-funded programs.

TABLE 1. Community Colleges Reporting Manpower Training Programs

Specified Involvement	Number of Respondents*	% of Total Respondents
Skills Center Operation	33	5.2
Multi-Occupational Programs Offered	84	13.2
Single Occupational Programs Offered	221	34.8

*These responses cannot be summed because some colleges responded to more than one item.

Out of this number, 175,694 students *completed* job-entry programs during the 1970-71 academic year. Teachers, full and part time, involved in these programs numbered about 23,500. Since not all of the institutions reported figures for all categories, the enrollment and teaching statistics are approximations only (51 colleges did not report enrollment, 73 did not report completion, and 64 did not report teaching staff.) Additionally, proportions stated for enrollment, graduates and faculty seemed improbable in many instances.

Extrapolating from these data to the national picture, it would seem likely that about one million students and 40,000 teachers in total are engaged in some kind of job-entry level training including MDTA and non-MDTA programs in community and junior colleges.

Interest in and Information about MDTA

Colleges not reporting current involvement in MDTA programs were asked to respond to questions indicating their interest in and information level about MDTA. Table 2 indicates the number of colleges responding positively to each item.

Nearly 6% of the respondents indicated they were about to start an MDTA program soon, but six times that number (250 colleges out of 636) said they were insufficiently informed about MDTA programs. That nearly 40% of the colleges either did not know enough about MDTA or did not know anything about the possibility of participation reflects a breakdown in communications between MDTA agencies and the nation's network of community colleges.

TABLE 2. Community College Interest in and Information about MDTA

Questionnaire Item	Number Responding*	% of Total Respondents
"Until now we were not aware that our college would be able to participate in MDTA programs."	92	14.5
"We know about MDTA possibilities, but don't know how to proceed."	158	24.8
"We plan to develop an MDTA project soon."	37	5.8

*These responses cannot be summed because some colleges responded to more than one item.

Student in biology class for Health Occupations, Denver Skill Center, Community College of Denver.

Some of the difficulty may be attributable to the division in MDTA administrative authority between the U.S. Department of Labor and the U.S. Office of Education. This division is found also in the states having a state education agency with authority over some aspects of MDTA and a state employment service with authority over others. Interviews with community college administrators revealed that the delineation between the two agencies regarding MDTA is often unclear.

Availability of Services

A team of manpower training consultants postulated thirteen services, operating policies, or activities as relevant to successful operation of manpower training programs.

Table 3 shows the availability of the thirteen services in all the responding colleges (column I) and in colleges having manpower training programs, MDTA or otherwise (column II). Availability is much higher in colleges already offering manpower training programs. The data suggest that, through such participation, colleges may become strengthened by developing an array of valuable services.

Nevertheless, a high percentage of all responding colleges offer such services as counseling and guidance, open-door admissions, comprehensive occupational programs, and maintain contacts with local industry. In fact, these services could be considered common to most community colleges. The least available services, both in colleges with MDTA programs and the total group, are job development and job coaching. Expansion of these two services by community colleges would tend to strengthen their manpower training capability significantly.

Although a high percentage of all colleges responding (81%) reported maintaining contacts with local industry, the percentages having contacts with local manpower agencies or organizations dropped sharply (to 54%), an indication, perhaps, that community colleges have received poor information on labor market needs from local manpower agencies, and therefore, prefer to deal directly with employers. The close linkage with industry reflects as well the extensive commitment of community colleges to using local industry leaders on advisory committees.

TABLE 3. Availability of Services

Services	Availability of Services I All Responding Colleges	 II Responding Colleges Involved in MDTA
1. Counseling and guidance	91%	89%
2. Community outreach	50	56
3. Open door admissions	83	89
4. Comprehensive occupational programs	70	85
5. Job development or job engineering	26	36
6. Job placement	62	75
7. Flexible scheduling	59	66
8. Individualized instruction	63	78
9. Job coaching	28	38
10. Career ladder progression	40	45
11. Follow-up	51	64
12. Contacts with local industry	81	92
13. Contacts with local manpower organizations or agencies	54	77

Availability of Services by Regions

The ten U.S. Office of Education regions were used to aggregate the service availability data to see if services varied according to particular geographic areas (table 4 presents the results).

Except for the uniformly high percentage of colleges offering counseling and guidance (service #1), there was wide variation in the available services. For example, only 9% in Region II reported offering job coaching (#9) but 40% offered job coaching in Region X.

Electronics instructor helping a trainee set up an electrical circuit at Southern Nevada Manpower Training Center, Clark County Community College.

Especially noteworthy is the fact that the highest percentage of colleges reporting the availability of services occurred in Region X (which scored highest in 8 out of 13 services) and the lowest percentages were reported in Region I.

Although colleges in some regions tend to allocate more resources for services than others, institutions in all regions tend to place relatively similar importance on the thirteen services. The responses may differ significantly in degree of emphasis, but they differ little in terms of relative importance among services.

Speculation concerning the underlying causes of regional differences in the availability of services is risky, but regional variation in the extent of the commitment to the community-oriented philosophy of a comprehensive community college is evident. This is reflected in the availability of services essential to effective manpower training programs.

TABLE 4. Availability of Services by Region

U.S.O.E. Region	*Service (percentage of respondents) 1	2	3	4	5	6	7	8	9	10	11	12	13
I	80	49	60	49	17	49	46	29	20	37	23	69	29
II	70	33	72	50	13	52	57	48	9	39	24	67	33
III	85	55	90	65	25	63	85	65	23	45	43	78	50
IV	83	51	88	72	28	60	62	76	28	35	57	83	54
V	82	53	88	79	30	68	62	61	27	45	62	82	55
VI	78	52	78	65	20	61	59	70	28	37	65	80	59
VII	76	51	76	63	29	69	55	55	27	31	71	73	53
VIII	82	50	86	75	50	82	61	71	39	46	57	82	57
IX	77	48	82	73	24	58	47	61	29	47	36	89	61
X	93	50	93	93	27	70	70	77	40	33	60	97	87

*Refer to Table 3 for services corresponding to numbers 1-13.

III. Problems Encountered

Problems with MDTA

In order to determine what difficulties were or would be encountered by community and junior colleges offering MDTA programs, three possible areas of concern or potential problem categories were identified:

1. Possible conflicts between the mission and educational beliefs or philosophy of the college, and the goals of MDTA;
2. Possible conflicts between the college and other community institutions with regard to their respective roles in manpower training; and
3. A possible deterrent effect of MDTA administrative guidelines and regulations on the development of manpower training programs in colleges.

Subsequently, nine potential problems were articulated and incorporated into a questionnaire (see Table 5).

Respondents were asked to rate the problem statements in terms of the difficulty each item might present to the particular college on a scale of 0 (no problem) to 3 (problem too difficult to solve).

The data were analyzed in two ways. First a mean response was derived for each problem (column I) and secondly, responses were grouped to form two categories, 0 and 1 combined to equal a category which considered the problem as being of little concern, and 2 and 3 to form a category indicating a serious problem. The combining of categories was done to account for the phenomenon of many respondents being reluctant to assess items at either extreme of a scale and, therefore, tending to hedge. In other words, it is believed that many respondents may feel no problem exists yet they check item 1, saying in effect that if it did exist it would be easy to solve. Column II of Table 5 shows percentages of the respondents perceiving little or no problem.

Student learns how to wrap meat, Des Moines Skill Center, Des Moines Area Community College.

TABLE 5 Assessment of Problems, Total Group

Problem Statement	Column I Mean	Column II Little or No Difficulty*
1. We lack the instructional staff necessary to operate MDTA programs.	.96	67%
2. Our instructional and/or administrative staff are not oriented toward occupational programs.	.46	85
3. The aim of MDTA (to respond to local manpower needs) is not in keeping with the aims of our college.	.40	86
4. Other institutions in our area are already responding to area manpower needs.	.71	76
5. Restrictions and constraints on instruction and/or record keeping cause too much difficulty.	1.04	70
6. We would need to hire special teachers, but could not guarantee their salaries between grant periods.	1.72	32
7. Communications among institutions regarding MDTA-type programs in our area are so inadequate we might be duplicating efforts of other institutions.	.90	71
8. The funding allowed for MDTA projects is inadequate for us to develop such projects.	1.20	56
9. Scheduling for MDTA projects would conflict with normal schedules.	.81	74

Response categories: 0 = no problem, 1 = problem easily solved, 2 = problem which might be solved, 3 = problem too difficult to solve.

*Combined 0 and 1 responses

Philosophical Conflicts

Community colleges tend to perceive little or no conflict between their mission or educational philosophy and that of MDTA. Using statements 1, 2, 3, and 9 as a measure of goal congruence, 78% of the respondents perceived no serious problems perhaps because community colleges are committed to offering comprehensive educational services and there is an existing machinery for offering programs ranging from short courses for either occupational upgrading or cultural enrichment and for associate degree occupational or liberal arts preparation. Generally speaking, the administrative structure, operating procedures, and staffing of community colleges accommodate diverse offerings and flexible scheduling of prime time, consistent with MDTA goals.

Conflicts in Roles

In communities where there is no delineation of the role of institutions, duplication of manpower training services could prove a problem. Yet such possible conflicts in roles of various institutions in the community and possible duplication of services as represented in statements 4 and 7 were assessed as minor by 73% of the responding colleges. The possibility of other institutions already responding to manpower needs was seen as presenting no problem or as being easily solved by 76%. The possibility of duplicating efforts of other institutions was not considered a major concern by 71% of the colleges. The general tendency of community colleges to utilize advisory committees consisting of representatives of the employer community, manpower planning agencies, and community development groups would minimize the possibilities of duplication. Furthermore, community colleges tend to serve population groups unserved or poorly served by other institutions in the community.

Problems with Administration

Often local agencies view the regulations and guidelines of state and federal agencies as deterrents to the implementation of local programs. Significantly, problems relating to MDTA administration, standards and regulations (statements 5, 6, 8) were identified as the most serious of the three general problem categories. For 50% of the respondents, this category of problem was serious.

Two of the problem statements (6 and 8) related to funding. Statement 6 (hiring special teachers but not being able to guarantee their salaries between grant periods) was identified as a difficult problem by 77% of the respondents. The fact that this percentage is not lower undoubtedly is traceable to the short-term nature of MDTA programs and the unpredictable nature of the demand for training services by MDTA agencies. The latter factor often reflects the availability of Federal funds rather than a demand for graduates of specific occupational programs. In the case of statement 8, only 50% of the respondents considered adequate funding of MDTA programs as no problem or a problem easily solved.

It should be noted in interpreting these findings that the *information* the respondents have regarding these potential problem areas follows exactly the same order. They know **most** about their own colleges' policies and mission, almost as much about the traditional roles of other institutions in their respective communities, and **least** about MDTA. Those problems perceived by colleges to be most difficult to solve are problems which are most easily subject to solution by MDTA administration. The kinds of problems which MDTA administration would have little, if any, means of solving, such as problems relating to educational policy, appear to be reasonably inconsequential. It would appear that those problem areas within the control of the community colleges are not likely to be barriers to accelerated participation of the colleges in MDTA programs if the problem areas associated with MDTA administration could be reduced.

Counselor of Iowa State Employment Service consults with instructors at Des Moines Skill Center, Des Moines Area Community College.

Regional Assessment

Table 6 is a summary of the assessment of potential problems by region, showing percentages of colleges perceiving little or no difficulty with the problem statements listed in Table 5.

Table 6 reveals substantial differences among the 10 regions. For example, 20% of the respondents in Region I but 64% in Region V perceived problem statement 8 (funding) as presenting little or no difficulty. It may be significant that the lowest percentages of colleges seeing little or no problem on 5 of the 9 statements were in Region I, while 5 of the 9 *highest* percentages were in Region X. These are the same two regions reporting high and low extremes with regard to availability of services, as noted previously.

Summary

Analysis of the data relating to potential barriers to community college participation in MDTA programs suggests that, although variations exist among states with regard to the assessment of the severity of obstacles, these conclusions are in order:

1. Potential problems related to the development of MDTA programs are viewed generally as easily solved.
2. The most serious problems are those most easily addressed by the agencies administering MDTA; and
3. In the main, problems appear to be related to institutional and state-connected factors rather than regional ones.

TABLE 6. Comparison of Problem Assessments by Region

(percentage of respondents)

Problem Statements*

Region	1	2	3	4	5	6	7	8	9
I	48	73	61	69	54	23	42	29	64
II	57	76	89	62	53	24	59	52	61
III	69	82	84	70	66	22	67	43	76
IV	68	87	89	79	68	35	81	60	80
V	73	87	90	77	71	41	74	64	75
VI	61	79	74	65	40	22	59	55	73
VII	63	88	88	76	62	33	72	50	76
VIII	82	89	93	78	56	37	70	56	74
IX	63	89	84	82	67	35	77	61	70
X	80	93	97	89	66	41	68	54	87
Total	67	85	86	76	63	33	71	56	74

*See Table 5 for problem statements.

Generally speaking, greater participation by community and junior colleges in MDTA programs is contingent upon a reduction of the barriers traceable to administrative guidelines or to the interpretation of these guidelines by state MDTA officials. Problems traceable to individual community college interest and commitment in serving diverse populations are likely to continue to serve as barriers to the utilization of community colleges in particular communities as MDTA delivery vehicles.

Despite differences in actual assessments of the various problem-statements, the regions tended to be similar in their rankings of those problems. In fact, ***all*** regions ranked statement 6 ("We would need to hire special teachers, but could not guarantee their salaries between grant periods") as ***the*** most serious problem. All but one region ranked statement 8 as the next most serious problem and all regions ranked statement 2 ("Our instructional and/or administrative staff are not oriented toward occupational programs") as either the least or the next-to-least serious problem.

Instructor in Production Machine Operator Program at Milwaukee Area Technical College Skill Center (Wisconsin) supervises student.

IV. Expanding Participation

The Rationale for Accelerated Participation

What benefits are derived from comprehensive manpower training in a community college setting? To answer this question the team of consultants utilized in this study identified a number of characteristics that make it desirable for community colleges to serve as community centers for comprehensive manpower training services as prescribed in the Manpower Development and Training Act of 1962. The following are the existing characteristics considered by the consultants to be the most important:

1. Comprehensive Training and Education Programs.

Most community colleges offer a range of education and training programs from short-term courses to associate-degree programs in various occupations and in the liberal arts. As such, community colleges have demonstrated their willingness and ability to provide an educational delivery system which meets the needs of the people in their communities. Frequently, cooperative work experience programs combine work in business, industry, or government agencies with continuing skill training and additional education. Thus, it is possible for MDTA trainees to enter into education and training beyond the MDTA beginning, but based on that approach and built to serve the specific and special needs of individuals. Many community colleges gear the use of their resources to serve both special-group needs and individual learning approaches. Emphasis is increasingly being placed on performance objectives rather than on grades and time expended in class.

2. Extensive Support Services.

Fiscal management and administration, outreach, counseling and guidance, job placement, follow-up evaluations, library and learning resources, and supervisory and staff development services are required in offering manpower training. Most community colleges have strength in these services and are capable of developing other services as needs become apparent. The addition of more intensive capacities in each is far less costly than organizing and operating a completely new and separate administration to carry on these functions in an independent Skills Center. In addition, manpower training requires support personnel with empathetic, insightful and humane characteristics. Most community colleges are staffed with such persons.

3. Reduction of Duplication.

Taxpayers are greatly concerned about the proliferation of services, agencies, and programs. The uncoordinated growth of services and the wasteful duplication of effort, facilities, staffing, and equipment no longer go unnoticed and unprotested. Education and training is particularly vulnerable because of the relatively high proportion of tax revenues being expended. The community college has the basic administrative mechanism, specialized facilities, and instructional staff to operate an MDTA Skills Center with a minimum of additional personnel and equipment. Only an expansion rather than the establishment of services is needed to accomodate a Skills Center operation in most cases. The flow of MDTA funds through an existing community college structure would tend to reduce the possibility of duplication of services.

4. Opportunities for Intellectual Growth.

The community college environment, with its wide variety of courses, programs, and community events makes it easy for the Skills Center student to achieve his primary goal of saleable skills, and couple this opportunity with programs to develop intellectual growth and to reduce personality, cultural, or linguistic barriers through social interaction with a diversity of other students. In such a setting, the constant stimulation and encouragement to explore, inquire, and learn about mankind is present. These opportunities are rarely present in a Skills Center operated independently of a community college.

5. Education Mobility.

An important factor in preparing for a career is the opportunity for a person to modify or expand his occupational goals. When a Skills Center is an integral part of a community college, its participants immediately have access to the entire range of educational and career learning opportunities offered in that institution with a minimum of administrative obstacles. In contrast, a separate Skills Center establishment must, by necessity, put certain limitations on the student, since it can offer only those areas of training and education for which it is organized and staffed, and for which equipment and facilities are available. Persons attending an independently operated Skills Center often find transfer to a college difficult. The cumbersome negotiations that are required through such a dual administrative process are generally too demanding for the typical Skills Center enrollee. Mobility is enhanced when the Skills Center is an integral part of a community college.

6. A Dignified Setting.

For disadvantaged persons to feel a part of the total society, their training must be conducted in a setting that produces a feeling of self-respect and personal worth. A Skills Center operated as an integral part of a community college makes it possible for its enrollees to become a part of the mainstream in the college, with the privileges and respect afforded other students. The enrollees in manpower training must have the opportunity to participate in all of the college services whether student government, support services, or leisure activities. Disadvantaged persons especially want no part of segregated training and they are handicapped and embarrassed by any action or procedure which forces them into segregated and isolated programs. A community college environment reduces the possibility of continued segregation and isolation.

Delivery Potential

Community college participation has been limited but many colleges have the potential for offering MDTA programs or greatly expanding present offerings. The survey results discussed in Part I indicated that part of the underlying problem was the colleges' unfamiliarity with the process through which they could become involved in MDTA programs.

As part of the analysis of problems associated with MDTA, the project staff derived an index of delivery potential based on college responses to the problem statements (see Table 7). This figure is helpful in identifying specific colleges and states that could be considered to have a high probability of success in developing manpower training programs. Table 8 shows the index scores by state, though the limited number of respondents in some states indicates that the scores should be used carefully. The index figure was computed for each college by summing all responses to the nine problem statements and dividing by the number of responses. Thus a college that responded with assessments of 0, 1, 3, 0, 1, 2, 2, 1, 0, would have an index score of 12/9 or 1.33. State index scores were computed as the mean of all the colleges responding within the state. The national index score of .91 is the mean of all individual college index scores (*not* the mean of state scores).

TABLE 7. Problem Statements

1. We lack the instructional staff necessary to operate MDTA programs.
2. Our instructional and/or administrative staff are not oriented toward occupational programs.
3. The aim of MDTA (to respond to local manpower needs) is not in keeping with the aims of our college.
4. Other institutions in our area are already responding to area manpower needs.
5. Restrictions and constraints on instruction and/or record-keeping cause too much difficulty.
6. We would need to hire special teachers, but could not guarantee their salaries between grant periods.
7. Communications among institutions regarding MDTA-type projects in our area are so inadequate we might be duplicating efforts of other institutions.
8. The funding allowed for MDTA projects is inadequate for us to develop such projects.
9. Scheduling for MDTA projects would conflict with normal schedules.

The state mean index scores given in Table 8 help to delineate differences among the states, although distribution of scores for the total United States displays homogeneity. In a so-called normal distribution, 68% of all scores fall within one standard deviation above and below the mean; in the distribution of scores in Table 8, only one score was more than one standard deviation away from the mean. Twenty-six state scores are below, with California scoring exactly at the mean; this indicates a slight negative skew. This is confirmed by the location of the median score at .95 – just slightly above the mean. In spite of the overall homogeneity described above, a fairly wide range of scores are indicated – from Idaho's .24 to Arkansas' 1.47.

On the basis of their responses to the nine problem statements, 148 colleges were identified whose success-potential might be considered particularly good. The criteria used to identify the colleges were (1) that the college must have responded with either a "0" (no problem) or a "1" (problem easily solved) to at least six of the nine statements and (2) that the index score for the college not exceed .50.

Instructor and trainees checking engine block in Diesel Mechanics Program, Wilmington Manpower Skills Center, Delaware Technical and Community College.

Although these criteria are, in fact, arbitrary they are neither unrealistic nor without rationale. If the problems postulated and the scale used to assess their seriousness are valid, (and an analysis of the data gives affirmative support) it would seem reasonable that the highest potential for success should be related to the lowest index score – the college's overall assessment of the problems.

Of the 148 colleges, 49 are colleges having either Skills Centers or multi-occupational projects or both. Of the remaining 99 colleges identified as having high potential but no current extensive involvement, the degree of positive potential is probably quite high. This assessment is based on the fact that approximately 43% of the colleges currently operating extensive manpower training programs did *not* meet the criteria for "high potential colleges" stated above. If these colleges (which apparently have more difficulties than these criteria allow) have been able to operate manpower training programs successfully, it would seem that the mark set for "high potential" is indeed high.

TABLE 8. Index of Delivery Potential Based on Mean Index Scores By State

State	Mean Index	Number
Alabama	.77	14
Alaska	.78	3
Arizona	.75	9
Arkansas	1.47	4
California	.91	75
Colorado	.94	11
Connecticut	1.45	12
Delaware	1.06	2
Florida	1.13	22
Georgia	1.04	9
Hawaii	.78	4
Idaho	.24	2
Illinois	.72	39
Indiana	.69	8
Iowa	.85	14
Kansas	1.02	17
Kentucky	.99	9
Louisiana	1.27	2
Maine	1.10	4
Maryland	.99	12
Massachusetts	1.17	15
Michigan	.71	25
Minnesota	1.15	18
Mississippi	.80	14
Missouri	1.03	11
Montana	.59	1
Nebraska	1.00	8
Nevada	1.06	2
New Jersey	1.06	9
New Mexico	1.08	6
New York	1.07	32
North Carolina	.64	36
North Dakota	.42	4
Ohio	.97	17
Oklahoma	.84	6
Oregon	.67	13
Pennsylvania	.96	13
South Carolina	.54	9
Tennessee	.87	13
Texas	1.12	26
Utah	.37	3
Vermont	.78	2
Virginia	.90	9
Washington	.94	12
West Virginia	1.15	3
Wisconsin	.65	19
Wyoming	1.08	7
Puerto Rico	1.39	4
TOTAL U.S.	Mean = .91	N = 611

*New Hampshire, Rhode Island and South Dakota did not respond to the questionnaire and are, therefore, not included in this table.

Individual counseling of student at Denver Skills Center, Community College of Denver.

How to Start

Community colleges planning to enter into manpower development and training should lay a sound foundation. Consultants to the study advised that the following tasks should be accomplished early in the planning phase.

1. Study the Act

By studying the Manpower Development and Training Act of 1962, and subsequent amendments, the community college administrative staff will become familiar with the intent of Congress, the purpose of the legislation, the specific provisions for programs under the law, and the uses of funds.

2. Review Federal Regulations

Next, the college must become acquainted with the regulations covering the administration of the law. Specific guidelines are developed for state and regional offices of the U.S. Departments of Labor, and Health, Education and Welfare for use in administering the MDTA programs. The college should understand these guidelines and be able to interpret their significance for the college.

3. Review of College Philosophy

The philosophy of the college should be reviewed to determine its consistency with the purposes of MDTA programs. If a gap between the philosophy of the college and the purposes of MDTA does exist, it obviously would not be feasible for the college to participate in MDTA programs. Early determination of such a critical inconsistency is desirable so that needed changes can be made.

4. Establish Contact with State MDTA Agencies

The state agencies having responsibilities for MDTA administration publish guidelines for institutional participation. This information will be useful in determining the feasibility of participation and in clarifying the operating guidelines and application procedures that an interested community college must follow. A state educational agency, usually the state vocational education agency, has responsibility for processing the initial applications, and monitoring the training programs, and the state employment service handles the screening, referral, placement, and follow-up of enrollees in addition to the payment of stipends to enrollees.

5. Identify Prospective Buy-In Agencies
By developing working relations with prospective "buy-in" agencies, the community college will build channels of communication necessary in serving the manpower needs of the community. Among prospective buy-in agencies are Concentrated Employment Program (CEP), Model Cities, Office of Economic Opportunity (OEO), Division of Vocational Rehabilitation (DVR), Work Incentive Program (WIN), Neighborhood Youth Corps (NYC), National Alliance of Businessmen (NAB), the state employment service, and the state education agency. These agencies are in a position to assist the college in planning its MDTA involvement.

6. Establish an Advisory Committee
An essential element in preparing for involvement in MDTA programs is the establishment of an advisory committee. This committee should have broad representation. Manpower agencies and employers should be included in its membership.

7. Linkage with Manpower Area Planning Council
The Manpower Area Planning Council (MAPC), a part of the Cooperative Area Manpower Planning System (CAMPS), will be a valuable source of information on local manpower needs. MAPC must approve and forward to Washington a statement of need for MDTA skill training programs. The college should become an active participant in MAPC. As the community college involvement with local agencies progresses, an effort should be undertaken to have the college's interests written into the MAPC plan. Information on the MAPC structure is usually available from the local offices of the state employment service.

Student advisory group, Des Moines Skill Center, Des Moines Area Community College.

Alternative Organizational Structures

A community college has several organizational options available as it establishes an MDTA Skills Center; the option taken should reflect local circumstances as illustrated by the following examples of a center integrated into the college, one located off campus and one subcontracted to private industry.

1. The Denver Manpower Skills Center operates as an integral part of the three campuses of the Community College of Denver (Colorado). This approach requires both administrators and instructors to be flexible enough to provide the innovation and dedication necessary to successfully implement a truly learner-oriented manpower program. Innovative instructional methods must be developed to blend MDTA into the overall effort of the college. The instructional program of each campus of the Community College of Denver is subdivided into seven instructional divisions which operate under the direction of two deans of instruction: the dean of general studies and the dean of occupational studies. In order for the Skills Center to be coordinated with all instructional divisions, it was essential that the Skills Center operations on each campus be designated as a division with an assistant Skills Center director. The director is stationed in central administration and is responsible to the president of the multi-campus institution. Other Skills Center personnel are assigned to the division appropriate to their assignments on each campus. The Skills Center counselors are assigned to and quartered in the division of student services with other members of the college counseling staff. The basic education instructors and aides function in the division of communication and arts. One basic education instructor serves as a liaison between basic education and the general studies and occupational studies programs. This serves to place adult basic education with the regular college structure.

2. The Des Moines Skills Center, operated by Des Moines Area Community College (Iowa), serves as an example of a Center operated at a location separate from the various campuses of the College. Basically, in the Center, skills training in seven occupational areas is offered (by the cluster concept). In order for the instructional operation to be coordinated with the community college programs, the director of the Center was placed directly under the assistant superintendent for instruction of the college. The Skills Center is staffed to provide all services needed to support the training program.

3. As an example of another approach, City Colleges of Chicago made the decision to involve private industry in the management of Chicago's MDTA Skills Center. Under a contractual arrangement, Thiokol Chemical Corporation was given the responsibility of setting up and conducting training programs. Thiokol's obligation was to establish a temporary training location (while a permanent facility was being constructed), secure equipment, supplies, and training materials and interview and select the teachers and administrative staff. Although Thiokol initially operated the Skills Center, the Center was eventually staffed and directly administered by personnel of City Colleges of Chicago.

Other organizational variations in operating MDTA Skills Centers exist. Table 9 gives a listing of MDTA

TABLE 9. MDTA SKILLS CENTERS AFFILIATED WITH COMMUNITY AND JUNIOR COLLEGES*

[illegible]	[illegible]	[illegible] College	[illegible]
	[illegible]		
	[illegible]		
[illegible]	[illegible] Manpower [illegible]	[illegible] Junior College	[illegible]
	[illegible] Skill Center	[illegible] Junior College	[illegible]
	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible] College	[illegible]
	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible] College	[illegible]
[illegible]	[illegible]	[illegible] Community College	[illegible]
[illegible]	[illegible] Manpower [illegible]	[illegible] College	[illegible]
[illegible]	[illegible] Skill Center	[illegible] College	[illegible]
	[illegible] Manpower [illegible]	[illegible] College	[illegible]
	[illegible]	[illegible] College	[illegible]
	[illegible]	[illegible] College	[illegible]
	[illegible] Manpower [illegible]	[illegible]	[illegible]
[illegible]	[illegible] Community College MDT Center	[illegible] Community College	[illegible]

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*Based on information received from Division of Manpower Development and Training, BOAE, USOE.

Skills Centers operated by community and junior colleges. It was obvious to the project staff that the operation of an MDTA Skills Center must be tailored to the circumstances peculiar to the particular community college, the community, and the state structure.

Regardless of the organizational structure, accurate, timely labor market data are essential to every community college offering training programs under the Manpower Development and Training Act of 1962 and other related legislation. Information on existing supply of manpower, both in particular occupations and the employment demand, is vital to the effective operation of manpower training programs. The establishment of institutional priorities, the development of program objectives, the guidance of prospective enrollees and the effective placement of graduates all require meaningful data regarding short-term and long-range trends in the labor market. Such information must reflect the national as well as the local and regional dimensions of the market for specific occupational categories. Consequently, an increasing number of community colleges find it beneficial to become integrated with the Cooperative Area Manpower Planning System (CAMPS) and its local extensions – the Manpower Area Planning Councils (MAPC).

Through the MAPC, the mayor, or other head of local government, prepares a comprehensive area manpower plan that includes recommendations for the implementation of specific levels and kinds of programs. The plan is formulated within the overall planning constraints provided by the Regional Manpower Coordinating Committee agencies previously identified. The components of the plan consist of:

1) The assessment of needs for and present availability of manpower services within the area;

2) A statement of priorities among types of programs to meet these needs and populations to be served; and

3) Recommendations for funding of manpower training programs.

In addition to this planning responsibility, the MAPC assists the mayor by assuming the responsibility for review of manpower program operations. Based on data developed by the MAPC staff and other appropriate information sources, the council continuously reviews manpower program operations to identify soft spots in program activities, especially under-utilized resources or program components which do not appear to be meeting significant needs. This review is intended to complement and support federal and state operational review activities. The traditional CAMPS functions, especially information sharing and identification of linkages, are reinforced by the MAPC.

V. Manpower Planning

The Cooperative Area Manpower Planning System

The authority for CAMPS comes from an Executive Order signed by the President in August, 1968, stating:

1. Cooperative planning and evaluation of manpower training and supporting employment service programs is hereby established as the policy of the federal government and
2. Each federal executive department or agency administering manpower service programs shall, to the extent consistent with law, carry out its programs in [illegible] to further the national manpower planning policy.

Federal agencies with manpower training and development interests participating in CAMPS include: Department of Labor, Department of Health, Education and Welfare, Department of Housing and Urban Development, Office of Economic Opportunity, Department of Agriculture, Department of Interior, Department of Commerce, Civil Service Commission, and the Environmental Protection Agency.

In effect, CAMPS was established to provide an organized system of information exchange among manpower and manpower-related agencies at the area and state levels. Through annual program plans of various agencies are coordinated through CAMPS.

CAMPS has a network of Manpower Area Planning Councils operating in large communities, and their basic duty:

1. To advise mayors and other appropriate local officials, governors, and regional manpower coordinating committees of the needs of local areas in terms of employment services and on the locally preferred priorities and the kind of services to address those needs; and
2. To assist the governors in developing the state's area comprehensive manpower plans that incorporate these needs and priorities and make recommendations for appropriate program funding.

The role of the area councils is essentially to advise governors and mayors on manpower activities, not to operate or administer programs.

The Manpower Area Planning Councils are critical to CAMPS, primarily because they reflect the conditions of the labor market at the local level. They are creatures of the mayors of the principal cities or other heads of local jurisdictions in designated areas. It is this local character of MAPC that provides the basis for an effective linkage between it and the community college.

Upholstery student with instructor, Des Moines Skill Center, Des Moines Community College.

Community Colleges and Manpower Planning

CAMPS and the local MAPC can be valuable resources in the basic planning which must provide a sound foundation for education and training operations of the community colleges. In turn, community colleges may be of significance to the overall manpower planning system in the community, as well as the state and national activities of CAMPS. The network of community colleges can give the system information such as anticipated graduates in various occupational categories. Furthermore, each college, because of its orientation to the local labor market, has the potential of becoming a key unit in the delivery of manpower training and education services to the community.

Although, generally speaking, community colleges have only participated in CAMPS at a superficial level, there are some notable examples of deep involvement. For instance, Des Moines Area Community College (Iowa) has made major contributions to the MAPC activities in the Des Moines area. Staff members of Des Moines Area Community College have had active roles in preparing local manpower planning studies. The operation of an MDTA Skill Center by the College is linked to the local MAPC. Similarly, representatives of Dallas County Junior College District (Texas) are actively involved in the local activities of MAPC in the Dallas area.

The City Colleges of Chicago System (Illinois) is represented in the Chicago MAPC. Through this affiliation the colleges serve as a delivery vehicle for manpower training related to several programs under the direction of the Chicago MAPC such as the Chicago MDTA Skills Center, Model Cities programs, day care center training, Public Service Careers programs, and G.E.D. programs in 12 Urban Progress Centers.

El Paso Community College (Texas), a relatively new institution, participates in the Upper Rio Grande Manpower Area Planning Council. Furthermore, the college has been considered as a candidate for the operation of a MDTA Skills Center for that area. This consideration is reflected in the following policy statement by the Upper Rio Grande MAPC:

> Acquisition of a Skills Center is of the highest priority under present categorical program design. An operational center would provide a valuable resource easily assimilated under prime sponsorship by the City and in keeping with whatever degree of decategorization comes from anticipated legislation. Present planning indicates that a Skills Center could be more effectively operated in conjunction with the new El Paso Community College, although other possible arrangements have not been ruled out. The most important objective is to consolidate, expand and improve the array of services.

Definite advantages can be gained by both the MAPC and the community colleges by a more intensive involvement of the colleges in local manpower planning activities. The MAPC serves as a center in which numerous manpower interests in the community converge. Private and public employers, union leadership, social agencies, and training and education institutions may pool their resources through this mechanism. Programs in community colleges may, therefore, be improved by providing the colleges with a flow of comprehensive manpower information. Community outreach by the college is enhanced by such an affiliation. Likewise, if a MAPC utilizes the resources of the local community college, a significant gap in the delivery of manpower training and education services to the community can be bridged.

By integrating a community college into MAPC plans, a linkage between the demand of the local and national labor market and a major source of manpower supply — the community college — becomes a reality. Community colleges interested in participation in manpower planning activities may obtain information on the local MAPC from the local offices of the state employment service.

A former Culinary trainee from Southern Nevada Manpower Training Center, Clark County Community College, working on his first job with his supervisor observing in the background.

VI. Skills Centers Operated by Community Colleges: Some Examples

Among the community colleges engaged in operating programs under the Manpower Development and Training Act of 1962, a number have emerged as comprehensive manpower training skills centers. Earlier in this report, brief reference was made to the organizational approaches followed by colleges. The ensuing review of selected cases illustrates in greater detail the range of circumstances underlying community college entry into MDTA programs, the character of the response by the colleges, and their experiences in operating MDTA Skills Centers. Furthermore, specific obstacles that had to be overcome in these selected cases are identified.

Portland Community College (Oregon)

In the summer of 1963, Portland Community College was contacted by the Oregon Board of Education and asked to develop group projects in the fields of clerk-stenographer and insurance specialist. These group projects were funded and in operation by September, 1963. Early in 1964, the college was asked to develop Oregon's first MDTA multi-occupational training project. In responding, Portland Community College made a commitment to develop a service system that would provide training for the disadvantaged referrals of all agencies in the community. From this beginning in 1963, Portland Community College has served as the main delivery system of MDTA training services in the Portland metropolitan area.

The successful development of MDTA training programs at Portland Community College may be traced to a number of factors.

1. The community college movement in Oregon—a recent one compared to some other states—has a legislative mandate to provide a balance between lower-division transfer and skill training programs for all members of the community.
2. The college, because it was a relatively new institution, was not tied down to a traditional instructor-oriented philosophy, but was able to develop and operate a two-year institution with a student-centered philosophy and purpose; and
3. A rather large investment of public funds in Oregon community colleges corresponded with the first allocations of MDTA funds in Oregon. The state legislature made it clear that, wherever possible, emphasis should be placed upon the provision of manpower development services by community colleges.

In late 1964, the college committed itself to developing the capability to provide services to disadvantaged persons of the community. MDTA became, and is still, the backbone of this service. The coordinator of MDTA at the college was given department chairman status. The deans and instructional department chairmen were to cooperate in curriculum and program development and to incorporate manpower group skill projects into the ongoing programs of the college. Despite a period of erratic MDTA funding and increasing demands placed upon the Portland Community College resources, the college, nevertheless, developed a team of support personnel, teachers, and supervisors specifically qualified to serve the needs of disadvantaged trainees. Soon after the initiation of the program, the local county welfare agency began negotiating for these services for their clients. Since then, welfare clients—now referred to as "buy-ins"—have been integrated in the basic education program along with clients from the Division of Vocational Rehabilitation.

During the early growth period at Portland Community College, the use of MDTA funds aided the development of training programs. Such training programs as those for food service occupations, dental technicians, and dental assistants might not have been possible if MDTA funds had not been available. On the other hand, the Portland Community College budget provided a cash contribution, in addition to the in-kind matching, through the contribution of professional and non-professional staff time plus the rental of non-public space, utilities and maintenance of public facilities, development of instructional materials, and support services that aided the development of a basic education and skill-training capability for disadvantaged clients.

City Colleges of Chicago (Illinois)

In November, 1970 City Colleges of Chicago began a training experiment involving 120 male and female unemployed adults—mostly Black. This operation was a non-residential, vocational, academic, GED training, and job-placement program conducted in a renovated section of the General Services Administration complex located on Chicago's Southside.

Although this new facility—later named the Chicago Skills Center—followed the federal agency's guidelines for planning and funding, from the beginning its operation was distinctly different from other metropolitan MDTA training centers. The key difference was in the management and program monitoring of the Center. Thiokol Chemical Corporation—a private firm heavily involved in other federally funded training programs—was selected through competitive bidding to 1) design the Center's training programs, 2) hire and train the staff, 3) maintain budgets and other controls, 4) maintain liaison with the industrial and commercial community for the placement of the Center's graduates, and 5) operate programs.

The need for such a training center in Chicago had been considered earlier. However, it did not gain momentum within the City until late in 1968, after several months of exploration and study by the Public Building Commission of Chicago and the City Colleges of Chicago, in cooperation with the Mayor's Committee for Economic and Cultural Development. With the need for such a center documented, these agencies submitted an application to the Economic Development Administration, U.S. Department of Commerce, for a direct grant to construct a new training facility in the Chicago Redevelopment Area as part of Chicago's mid-city economic development project. Later in the same year, these agencies modified the original request and made application for a planning grant to establish a permanent skills center. The request was approved by the Department of Health, Education and Welfare in December 1968, and work started immediately, under the coordination and direction of the City Colleges of Chicago, to bring the concept into reality.

Job placement counselor conferring with student, Chicago Skill Center, City Colleges of Chicago.

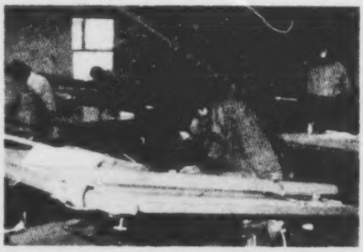
The following chronology reviews briefly the events associated with the establishment of the Chicago Skills Center

1. A survey was conducted to determine the extent of possible community, business, and government involvement in the Skills Center.
2. Based in part on the above survey and endorsements, temporary facilities for an iterim center were leased and funds were allocated to renovate and equip the temporary operation;
3. With the cooperation of the Illinois State Employment Service, and the Division of Vocational and Technical Education of the Illinois State Board of Vocational Education and Rehabilitation, an MDTA contact was developed.
4. A request for proposal to operate the facility was issued and Thiokol Corporation was selected as the contractor to staff and operate the temporary center;
5. The City Colleges of Chicago assigned a project manager to provide guidance and liaison between Thiokol and all local agencies involved with the center, and
6. Renovations, purchases, installation of equipment and supplies, and staff hiring proceeded under the joint supervision of Thiokol and the project manager of City Colleges of Chicago.

In May, 1973, a newly constructed facility was opened. Thirty-nine programs are now offered by the Chicago Skills Center. Although initially City Colleges of Chicago contracted Thiokol Corporation to operate the Center, it is now completely operated by City Colleges of Chicago.

Community College of Denver (Colorado)

When the Community College of Denver opened in September, 1968, the manpower section of the Colorado State Board for Community Colleges and Occupational Education approached the college administration with program needs. The college was committed to an open-door admission policy and had, as its purpose, the meeting of community needs. With this as its frame of reference, the college agreed to accept the request of the Manpower Section. Pilot operations began at the college in October, 1968. A multi-occupational program was provided as an integral part of the college.



Drafting student at work, Denver Skill Center, Community College of Denver.

MDTA trainees were referred to an orientation, basic education and occupational exploration phase which provided counseling and an assessment of their remedial needs and occupational interests. Once these needs and interests were determined, the trainees were individually programmed toward specific occupation objectives, selected from some fifty occupational offerings of the community college. If training in the chosen occupation was not available or offered, the program afforded the option of referral to other public or private training agencies so that training requirements could be satisfied immediately. In either instance, the trainee was placed in occupational courses attended by the regular students, and was never labeled as a disadvantaged MDTA trainee. His deficiencies in educational development were addressed concurrently with occupational training. Remedial courses were directly related to that occupation for which the enrollee was being trained.

This concept presented some difficulties. The foremost task of the project was the implementation of a program with enough flexibility to permit the acceptance of a trainee into an on-going occupational class at any time. Curriculum had to be adapted to provide meaningful experiences for the midquarter enrollee, student-to-student tutoring situations had to be implemented, and supportive staff development workshops had to be established. These were some of the innovations that had to be developed to accommodate MDTA trainees.

Upon meeting the basic criteria at the college, an application for designation as an MDTA Skills Center was submitted. The designation was received in 1970.

Welding instructor and trainee in Combination Welding Program, Wilmington Manpower Skills Center, Delaware Technical and Community College.

Maricopa County Community College District (Arizona)

The Maricopa County Skills Center was established under the direction of the Phoenix Union High School District in 1963 immediately following the enactment of the Manpower Development and Training Act of 1962. The high school district operated the program directly as an auxiliary of the Phoenix Union High School Administrative Office until the summer of 1968. In July of 1968, the high school district requested the Arizona State Department of Vocational Education to release it from this responsibility because of a change in policy concerning the administration of post-high school educational programs. At this time, the State Department of Vocational Education requested that the Maricopa County Community College District assume the administrative responsibility for the operation of the Skills Center and its related manpower programs in the county. The Maricopa County Community College District agreed.

The Maricopa County Community College District operated most of the skill training in the county for the various manpower programs involving the disadvantaged, minorities, the unemployed and the under-employed citizens of the community. The three largest contracts have been with the State Department of Vocational Education, the Arizona State Employment Service Work Incentive Program, and the Concentrated Employment Program. The programs are 90-percent federally funded, and the training funds come from the U.S. Department of Health, Education and Welfare, through the State Department of Vocational Education. The allowances, or stipends, for the trainees come from the U.S. Department of Labor through the Unemployment Compensation Division of the Employment Security Commission.

Advisory committees exist in most of the skill training areas. In addition, the college has organized an umbrella-type advisory committee for the total program. Fifteen of the largest community-oriented organizations and agencies were requested to designate a representative to serve on the committee.

Summary

This review of specific experiences of community and junior colleges presently operating MDTA Skills Centers indicates the wide variation in local restrictive and permissive conditions underlying the establishment and operation of MDTA Skills Centers.

VII. Job Training Clusters and Supportive Services

The training offered in MDTA Skills Centers operated by community colleges varies from college to college. The basis for training program development is the character of the demand for manpower in the labor market served by the college. Occupational clusters are structured to reflect this demand.

Students in Licensed Practical Nurse Program at Chicago Skill Center, City College of Chicago, receive closely supervised experience in cooperating hospitals as part of their training.

For example, the San Antonio Skills Training Center, San Antonio Junior College District, offers the following occupational clusters, among other programs.

Clerical Cluster
  File Clerk
  Clerk-Typist
  Clerk, General Office
  Stenographer

Automobile Mechanics Cluster
  Service Station Attendant
  Service Station Mechanic
  Car-Care Center Serviceman

Electrical Appliance Serviceman Cluster
  Air Conditioning Mechanic
  Refrigeration Mechanic
  Heavy Household Appliances
  Small Household Appliances
  Basic Electrical Systems

Automobile Body Repair Cluster
  Basic Body and Metal
  Body Rebuild and Alignment
  Spots and Fenders
  Preparation, Washing, Sanding, Plugging
    Painting, Grinding, and Polishing

Occupational clusters at Southern Nevada Manpower Training Center, Clark County Community College, consist of

Clerical Cluster
  Clerk-General Office
  Clerk-Typist
  Bookkeeper
  Clerk-Steno
  Legal-Steno
  Medical Transcriber

Hotel-Restaurant Cluster
  Set-up & Dish-up
  Pantry
  Cook's Helper
  Busboy/girl
  Waiter-Waitress
  Coffeegirl
  Food Checker-Cashier
  Posting Clerk
  Front-Desk Cashier

Electrical-Mechanical Cluster
  Installer-TV
  Electronics Technician
  Field Service Technician
  Bench Service Technician
  Installer-Appliance
  Appliance Repairman
  Refrigeration Appliance Repairman

Automotive Cluster
  Light-Line Mechanic
  Tune-up Specialist
  Brakeman
  Front-End Alignment

Other occupational clusters offered at skills centers in other community colleges include
– Metal Trades
– Health Occupations
– Building Maintenance
– Social Service
– Child Care
– Carpentry
– Heavy Equipment
– Meat Cutting

Student being tutored for High School Equivalency Certificate examination at Des Moines Skill Center, Des Moines Area Community College.

In addition to training in specific job skills, a comprehensive array of supportive services are provided to the enrollees. The following services offered by the Wilmington Manpower Skills Center, Delaware Technical and Community College, are typical of the supportive services offered by community college training centers.

- Basic Education
- Communication Skills
- Employment and Educational Counseling, and Testing
- Personal Counseling
- A Job Development and Placement Office
- Follow-up of Graduates by Job Developer
- A Pre-Vocational and Job Orientation Program
- A Child Care Program for Trainees' Children
- Other Supportive Services as Needed.

By combining opportunities for training in specific job skills and a wide array of supportive services (as described above) with the possibility of continuing with further education and training in other programs of the community college, enrollees are provided avenues for comprehensive development, thus increasing the likelihood of employability and advancement in the labor market.

Student and instructor checking out earthmover in Heavy Equipment Operator/Repair Program, Wilmington Manpower Skills Center, Delaware Technical and Community College.

VIII. Summary

The following findings can be summarized from the AACJC study of MDTA programs in community colleges.

1. The philosophy and operating practices of community and junior colleges tend to be consistent with the intent and purposes of the Manpower Development and Training Act of 1962.

2. A large number of community and junior colleges have been operating MDTA programs but there are only a few officially designated MDTA Skills Centers.

3. Advantages offered by community and junior college participation in MDTA programs include the availability of comprehensive training and education programs under a single administrative structure, extensive support services, economies achieved through the reduction of duplication of training and education efforts, easy access for enrollees to opportunities for intellectual growth beyond the scope of MDTA activities, opportunities for lateral and vertical educational mobility for MDTA enrollees, and the provision of training opportunities for disadvantaged persons in a dignified social environment.

4. Community and junior college organizational approaches to the operation of MDTA range from off-campus operations to the incorporation of MDTA programs as an integral part of the college environment.

5. Of the services necessary for successful operation of MDTA programs, a high percentage of the colleges surveyed showed strength in most services with the exceptions being in job development or job engineering activities and in job coaching activities.

6. Among the problems experienced by community and junior colleges in operating programs under MDTA, inadequate funding and difficulty of providing salaries for instructors between grant periods were frequently cited;

7. Program guides and administrative procedures prescribed by MDTA rules and regulations created operational difficulties for some community and junior colleges;

8. To insure inclusion in local manpower planning activities, a number of community and junior colleges participate in the activities of the Manpower Area Planning Councils – the local extensions of the Cooperative Area Manpower Planning System; and

9. A large number of community and junior colleges, almost 40 percent, either were unaware that they could apply for institutional participation in MDTA activities or were uncertain regarding the procedural prerequisites for such involvement.

On the basis of this study, the project staff prepared recommendations which are summarized below. The primary recommendation is that community colleges presently not participating in MDTA programs explore the feasibility of serving as centers for manpower training.

The additional recommendations are as follows:

1. That colleges currently offering MDTA programs but not officially designated as MDTA Skills Centers initiate discussions with the MDTA agencies to acquire such a designation.
2. That community colleges, either independently or through state community college agencies, work with the state MDTA agencies – the state employment service and the state education agency – to develop state procedures in their respective states to facilitate greater utilization of community college resources in conducting MDTA programs.
3. That community colleges improve their information base for planning purposes by affiliating with local manpower planning councils.
4. That federal agencies, particularly the Department of Health, Education and Welfare, involved in manpower development and training, examine the applicability of their training rules and regulations to community colleges.
5. That federal agencies responsible for manpower development and training (Department of Health, Education and Welfare and Department of Labor) explore ways of providing continuity of funding for manpower development and training programs; and
6. That efforts be continued to improve the channels of communications between Federal and State agencies and the community and junior colleges to maximize the utilization of community and junior colleges as a resource in manpower training efforts.

Clerical Skills students work in audiovisual laboratory at Milwaukee Area Technical College (Wisconsin).

[Additional information for the record:]

MONTEREY PENINSULA COLLEGE,
Monterey, Calif., September 18, 1974.

Hon. CARL D. PERKINS,
Chairman, House Committee on Education and Labor, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: On August 13, 1974, testimony regarding new *Vocational Education* legislation was given to the House Education and Labor Committee by the AACJC Commission on Government Affairs. At that time a summary was offered to the Committee which explained, most succinctly, that which is believed to be proper by our Board, in the interest of improving the V.E.A. of 1963 and amended in 1968. Now is indeed the time to improve occupational education designed to improve the upward mobility of the poor, unskilled adult, as well as the traditional community college student.

We trust that the Committee shall find favor with the enclosed summary of recommendations, and that voices such as ours shall be heard in bringing about the necessary improvements for National Occupational Education.

Sincerely yours,

MRS. LILYAN ELDRED,
President, Monterey Peninsula College Board of Trustees.

Enclosure.

NEW VOCATIONAL EDUCATION

BY

AACJC COMMISSION ON GOVERNMENTAL AFFAIRS

1. The level of funding for postsecondary ocupational education programs should be increased to a minimum of 40% to 60% of *total* funds.

2. We believe it is time to consider new delivery system alternatives for the distribution of vocational education funds to all state institutions which will be more equitable and appropriate. Although we are not ready at the present time to recommend one system, we will offer several possible alternatives which may help the Committee revamp the present system.

3. New vocational emphasis should be built into the legislation to encourage the funding of programs for early retirees and older citizens who are disadvantaged, such as the mid-career unemployed and underemployed persons whose job skills are obsolete.

4. There is need for greater focus on training for occupations of the future, rather than the past. Newer occupational areas—human services, health-related, should be built into vocational education planning to permit adaptation to future needs in a rapidly changing society. At the present time more than 70% of the work force is in the service industries—health, hospitality, data processing, etc. However, this may change and programs should be ready to change as occupational patterns change.

5. Provision should be made for more rigorous state plan review in the U.S. Office of Education to ensure that Federal priorities are indeed implemented in the states. The Community College Unit should be given the authority to review and comment on, or possibly even to recommended rejection of, state plans for postsecondary occupational education.

6. To create greater flexibility and freedom of operation for state planners, we recommend the combination of certain of the current categories of the Vocational Education Act:

A. Combine funding for Part C (Research and Training), Part D (Exemplary Programs and Projects) and Part I (Curriculum Development), all of which are related to improvement and innovation of vocational education. The category could be identified as "Improvement of Vocational Education". In order to encourage national and regional improvements, the 50% set-aside to the Commissioner should be retained. Of that part, half should be devoted to postsecondary occupational education, and administered by the Community College Unit of the U.S. Office of Education.

B. Combine funding for Part G (Cooperative Vocational Education) and Part H (Work-Study), both of which are closely related in activity. This category could be identified as "Work Experience". Funds should be distributed equitably between secondary and postsecondary students.

C. The setasides for vocational education programs for the disadvantaged and handicapped should be combined to allow greater flexibility at a combined minimum of 25%.

7. We recommend that the Congress take a look at state vocational agency staff composition to make sure that a proportionate number of persons employed by these agencies have professional experience and expertise in postsecondary occupational education. If it is determined that these agencies will retain sole authority over Federal vocational education in the states, it is essential that they become more responsive to needs and problems at this level. Specifically, we believe that persons with community college experience are needed in the state agencies.

8. We urge that appropriate steps be taken to ensure that postsecondary occupational education institutions and community colleges are adequately and meaningfully represented on State Advisory Councils.

9. We recommend that Congress consider establishing Local Advisory Councils to augment the responsibilities of State and National Councils.

10. Because we believe that too much Federal vocational education money goes for administration in some states, we recommend that Congress establish an upper limit on the amount of the Federal grant that can be spent for state administration.

We would further comment that AACJC believes that full funding and implementation of Title X, Parts A and B, of the Education Amendments of 1972 (P.L. 92-318) would facilitate and strengthen many provisions of the Vocational Education Act.

VOCATIONAL EDUCATION AMENDMENTS OF 1974

WEDNESDAY, AUGUST 28, 1974

House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Seattle, Washington.

The subcommittee met, pursuant to notice, at 9 a.m., in room 204 of the Food Circus Center, 305 Harrison Street, Hon. Lloyd Meeds of Washington, presiding.

Present: Representatives Meeds (acting chairman), Quie, and Hawkins.

Also present: John Jennings, subcommittee counsel; Martin La Vor, minority legislative associate; Toni Painter, staff assistant.

Mr. Meeds. The General Education Subcommitte of the full Committee on Education and Labor will be in session for the taking of further testimony on H.R. 14454, a bill to extend the Vocational Education Act through 1980.

At the outset I would like to thank my colleagues, Congressman Al Quie of Minnesota and the soon to arrive Congressman Gus Hawkins of California for taking time from busy schedules to be with us today in our further study on vocational education across the Nation.

This subcommittee has already conducted several days of hearings in Washington, D.C. We had field hearings in Raleigh, N.C.; Fond du Lac, Wis.; and Minneapolis, Minn. After today's testimony, we will be returning to Washington, D.C., and will be taking further testimony across the Nation and in Washington, D.C.

The purpose of these hearings is to examine the progress made under the Vocational Education Act of 1963 and the Vocational Education Act Amendments of 1968. The amendments of 1968—with which I might say Congressman Quie, myself, Chairman Perkins, and Mr. Steiger of Wisconsin were probably the major people involved—seem to me to be landmark legislation in vocational education. It has made possible vocational education for millions of people which would not otherwise have been available.

In the 4 years following the enactment of the 1968 amendments, vocational education enrollments increased from about 7½ million to almost 10 million students. Federal funding for vocational education doubled within those 4 years and State and local funding more than doubled.

The success of the 1968 amendments has been truly impressive. Yet, I think, no one would dispute that there are still unmet needs in vocational education. The unemployment rate of youth is today triple the national average unemployment rate. Vocational education courses in schools throughout the entire country have long waiting lists of students anxious to learn skills but who are unable to enroll in vocational education programs.

Part of the answer in meeting these unmet needs undoubtedly rests with increasing Federal support for vocational education. But another part of the answer must be in efforts by the Congress to recast the Federal administration and Federal requirements under the act so that State and local governments are encouraged to make even greater commitments to vocational education, and to make this commitment in a manner so that as many people in the country as possible who need and want vocational education will have ready access to training and retraining.

We are here today to listen to the experiences of state and local officials in Washington State, as well as several "consumers," individuals who are being trained or retrained through vocational education programs in this State.

In my opinion—and I think in the opinion of most people who have some knowledge of the vocational education programs throughout the United States—we have one of the finest vocational education programs in the entire fifty States. We are here to discuss those successes. But we are also here to hear your problems and get your advice on how we can best solve, not only your problems, but problems you visualize in vocational education and how we can recast legislation to achieve this result.

I have been very proud of vocational education in Washington State. Al Quie has heard me talk about it now for probably 6 or 8 years and I am delighted that he had this opportunity to get here and join with me in these hearings.

I would like to call now upon the gentleman from Minnesota, Mr. Quie.

Mr. Quie. Thank you, Mr. Chairman.

It is a pleasure to be here in the State of Washington. It is my feeling we can learn a lot more on what is happening if we get away from Washington, D.C., and get everything put together in a blended package. Having been in North Carolina, Wisconsin, Minnesota, I have noted from the three previous hearings that there is a vast difference between those three States, and I expect from Washington as well.

I do expect to hear some good things about vocational education in the State of Washington. The State of Washington has been an enthusiastic supporter and actually the architect of vocational education. Lloyd really spoke the truth when he said we worked together on the 16 amendments.

I want to say you have an outstanding Congressman in Lloyd Meeds. He has worked hard; he is knowledgeable and can be depended upon for the kind of assistance we need in writing legislation so it will effectively provide the kind of training that young people need.

It is our belief that everybody who goes through formal education should end with a skill to get gainful employment. That is really our goal. We recognize the States are going to have to put in more money than the Federal Government does. This is noted in the ratio between the State and the Federal Government.

I am pleased to be here, Lloyd, in your great State. I recall when I was in the State legislature we got some information from the State of Washington on which to base some of our ideas in Minnesota, not only in vocational education but also for handicapped children. I know we are going to hear from those people, as well.

It is a pleasure to be here, and I compliment you on your tremendous Congressman before we start.

Mr. MEEDS. Thank you very much, Al, for those kind words.

It is unseasonably warm in Washington State, and any one of you who would like to take your coats off, please join me.

Joining us now from the sunny southland of California is our colleague, Gus Hawkins.

Gus, by way of background, we have just opened our hearings and, if you have anything you would like to say, we would be delighted to hear from you.

Mr. HAWKINS. Not at this point. I am sorry to be late.

Mr. MEEDS. There is a wise man. He walks in and is going to survey the scene before he speaks.

Our first witness is Bruce Brennan, who is representing Dr. Frank Brouillet, the Superintendent of Public Instruction. Bruce is the head of the Division of Vocational and Adult Education in the Superintendent's office. He is a person long interested and involved in vocational education.

Bruce, it is a pleasure to see you again, and I am sure it will be a great help to have you before the committee.

STATEMENT OF BRUCE F. BRENNAN, ASSISTANT SUPERINTENDENT FOR VOCATIONAL-TECHNICAL AND ADULT EDUCATION, STATE OF WASHINGTON

Mr. BRENNAN. Thank you very much, Mr. Chairman, and distinguished members of the committee.

Those of us in Washington who have labored in the field of vocational education long have been proud of the contribution that our Congressman, Lloyd Meeds, has made to the field of vocational education. We are proud of his intense interest and knowledge of the technicalities of the Federal legislation as they relate to the field of vocational education.

I would like to on behalf of the common school system and on behalf of the State Superintendent of Public Instruction, Dr. Brouillet, express our personal appreciation to Congressman Meeds.

I would like to add that we in Washington well recognize an excellent program of vocational education in the State of Minnesota. It is a program on which we have visited on numerous occasions and we feel that every time we have been there we have gained greatly and our programs here have benefited from the experience of the State of Minnesota on a number of occasions. You have a number of very outstanding vocational programs in the State of Minnesota and I think you should be justly proud of the kind of activities that are carried out in those programs.

I would like to again, if I may, this morning, Mr. Chairman, make some general comments about vocational education and make a few references to the materials we have prepared for you. One is a general overall statement of content that relates to a little bit about what we are doing in vocational education in the State of Washington at the present time, a little bit about the state of the art, and some display materials for your information.

First of all, I would like to relate to you that vocational education is alive and well and continues to be that way in the State of Washington. We feel, as a matter of fact, it is unusually alive and well as a result of some recent changes that have occurred in as remote a place as Olympia and as remote a place as the State superintendent's office in the State agency.

We have had, as a result of the election of Dr. Brouillt as State superintendent, a major change in the organizational pattern of the State office. That major change, as a matter of fact, the first change that Dr. Brouillet made upon assuming the superintendency, was to reestablish vocational education in the State agency as a division and reestablish it to divisional status.

That has, obviously, some very strong implications. It does, indeed, put vocational education at the policy decisionmaking level within the State agency, so that the programs of vocational education have, indeed, an opportunity to interrelate on an equal basis with and throughout all of the programs of education in the State as that agency deals with those programs.

Having divisional status for vocational education has allowed us to do some other things in the State agency as well. It has allowed us to pull some of the allied kinds of educational activities together within that division.

At the present time the title of that division is "Vocational-Technical and Adult Education Services." I would like to say that is not quite descriptive; it does not really set forth all of the things that are contained within that division. It obviously contains vocational-technical and adult education. It also, of course, has pulled together the thrust of career education that is currently active in our State, and we have also pulled into that division the activities of industrial arts, particularly as your 1972 amendments indicated the possibility and potential for certain kinds of industrial arts programs to review vocational approval.

We have done some of those kinds of things, made some of those kinds of changes within the State agency, and those changes have been made within the framework of an increased emphasis on the field of vocational education.

Dr. Brouillet, in a statewide election campaign for the State superintendency, did find within the population of this State a very strong, strong feeling of support for vocational education and a strong urge and strong feeling on the part of the population of this State that vocational education was an area of educational emphasis that needed an increased emphasis and support and he had been very strong in support of that interest and desire on the part of the constituency.

I would like to refer, if I may, briefly to a couple of the appendices we have provided for your information.

First of all, appendix A does contain a kind of statistical picture, hopefully a programmatic picture of the kinds of things that are occurring in the State of Washington in the field of vocational education. As we sat and analyzed this information and took a look at it, it does reflect planning information that was received in our State office from 222 different school districts in the State. In order to set that in some kind of program framework for you, I might inform the committee that at the present time there are 315 school districts in the State of Washington; 248 of those school districts are now operating approved vocational programs. This is a figure that is up substantially from where it has been in the past.

In 1969, as an example, we were at 201 school districts in the State that were operating approved vocational programs. In 1973, there were 227. As I indicated to you, at the present count it is 248 school districts throughout the State who are operating vocational programs.

We have, of course, in this State still a number of non-high-school districts that are small, remote school districts in which substantial opportunity to operate programs of vocational education is not yet available, but we are indeed working on those kinds of things.

I would like to mention a couple of things that this document has said to us. It has really shown us the impact of your activities both in the 1963 Vocational Education Act and the 1968 amendments. It has shown the impact of that major legislative activity that your committee and the Congress has enacted. The impact of the 1963 act we see most strongly reflected in the increased levels of the programs developed. In trying to summarize some of this, the impact of the 1968 amendments, we viewed the impact of that having to do with the extension of vocational education services to certain kinds of individuals with special needs.

I may at that point comment on special needs of the individuals in our society whom vocational education had, prior to that time, not been adequately serving.

I would like to refer you to appendix B. Appendix B sets forth a synopsis of all of the programs and special projects that were funded under several different special categories of the Vocational Education Act or amendments of 1968. In this synopsis it sets forth a specific description of each of the projects that were funded in the State, the type of activities which were carried out by that special funding in the categories of cooperative projects, in the categories of disadvantaged projects, handicapped projects, exemplary projects, and so forth.

[Appendix B is retained in subcommittee files.]

We provided those for your committee, Mr. Chairman, so that you will have an opportunity to see just exactly and specifically the kinds of things that have occurred in the State of Washington and in the common school system as a result of the funding that has been made available in those particular categories that deal with special projects. That information is contained for your use in appendix B.

I would also like, if I could, in terms of the kinds of growth that has occurred in the State in the field of vocational education, I mentioned the increase in the number of school districts that are operating and conducting programs of vocational education; in 1969 we had

108,000 vocational instructors. In 1973, we are over 163,000 vocational instructors in the State.

In 1969 we had, in the common school system, approximately 20 certified vocational directors employed by local districts. In 1973, we are well over 60, and we anticipate to be over 70 certificated vocational directors employed during this coming year.

I would also like to indicate one other thing that came out of our analysis of planning information and that has to do with the drastic increase of interdistrict cooperative activities. Where development of expensive vocational programs is not always a feasible thing in a small, relatively poorly financed district, when several school districts are given an opportunity and some incentive to join together in a neighborhood district cooperative basis, we see substantially enhanced opportunities for programs of vocational education to come into operation.

A special thrust of the superintendent's office in this past year and for this coming year is the earmarking of certain funds that come from part B in the Federal vocational funding for the purpose of development of skill centers. We have finished a 1-year statewide funding of 21 different feasibility studies throughout the entire State of Washington, studying the feasibility of the development of interdistrict skill centers for secondary students who are not now being afforded ample opportunity to receive vocational education program instruction.

We are looking forward now to the second year of beginning some initial planning of some of those feasibility studies that showed the greatest promise. In this second year of funding, we are also anticipating picking up some additional feasibility studies in those areas which we were not able to adequately fund last year and, at the same time, fund some extensive studies of the information that has been gathered in this area of skill centers.

We have developed a great level of enthusiasm throughout the State in terms of local school districts and the populations that they serve on the subject of skill centers and we anticipate that a future rapid growth and development of the provisions of vocational education opportunities through those kind of interdistrict cooperative relationships will take place.

The State of Washington currently has some examples of skill center operations that are exemplary. The committee at some time may be interested in some additional information about that. We have not gone into a great deal of detail in some of those areas.

I would like to, If I may, Mr. Chairman, kind of blend in a little bit of a prejudice at this point. This has to do with the close working relationship that exists between the common school vocational education program and labor and management in this State. We insist upon a heavy involvement of advice and counsel from the users of the products of vocational education programs, namely, labor and management.

We do have a very close working relationship, one which we feel is enhanced and which we attempt to enhance at every opportunity.

I think, in terms of discussing it with people in the field of labor and management, in terms of the opportunity I have this morning to make some general kinds of suggestions to the committee in terms of the content of your legislation and potentials for some change within that legislation, I would like to urge the committee to consider giving an increased and enhanced opportunity for involvement in vocational education programs to the interest of labor and management insofar as legislative mandate is concerned.

Let me give you an example of what I am talking about at this point and maybe ask you a question. You know, in the Federal legislation we detail very specifically the kinds of interests that you wish to have represented in our State and national advisory councils. You set forth the characteristics of the types of people, yet we really don't do that for the State board. That is one quick example.

I think that it is possible for us, as we deal with this subject of enhancing the involvement level of labor and management in our vocational and educational activities, it is important when we get to the place of suggesting various interests that ought to be represented in advisory committees, as an example, that opportunity be given to organizations that are, indeed, representative of those interests to have an opportunity for input, for recommendation of individuals whom they feel would make appropriate representatives of their interests. I simply add those in taking advantage of this kind of an opportunity to talk about a couple of those things with you.

I would like now, if I may, to refer to appendix C that has been included in our information presented to the committee. This very briefly sets forth for the committee what the picture is as far as funding vocational education in the State of Washington. I don't think there is probably one single aspect of this business of providing vocational educational services that is any greater of an influencing factor than, of course, the funding mechanisms and the manners in which moneys are made available to local school districts and the sources of those moneys, those funds, and, of course, the intent and purpose of those moneys.

In kind of general terms, of course, Congressman Quie did indicate we are a very high match State. The State of Washington is, indeed, matching Federal funding at a higher than the national average level. Federal funds, however, in our State at the present time in the common school system are less than 10 percent of the total expenditures that occur in the name of vocational education in common school districts. The remaining approximately 90 percent of the funding that accrues to a local school district to enable them to operate vocational education is split approximately one-third to two-thirds. It is approximately two thirds State money, State's weighted-attendance support, and it is approximately one-third local effort. Local effort comes from sources that include the much maligned local school district excess levy which is becoming an increasingly difficult source of support as we continue to see school districts suffering repeated levy losses. We have a school district in Congressman Meed's home congressional district that suffered six successive special levy losses and that speaks very strongly to that one-third of the 90 percent and the availability of that resource for the school districts to conduct an adequate, meaningful program of vocational education. It is extremely difficult to accomplish.

I would simply like to indicate to you that the State legislature in the State of Washington has been most supportive in the field of vocational education. Their provision of weighted support is probably the single most important and significant factor in terms of the operation of a vocational education program in a local school district.

I have provided this information and it is pretty much a summary type of info. If you have questions or interests that go beyond the detail that is contained there I would be happy to respond to any of those inquiries.

I would like if I may, then, quickly to go on. Without taking as much time as I would like this morning, I would like to bounce along on a couple of other quick thinks.

No. 1, we are very supportive of the efforts of Lowell Burkett and the American Vocational Education Association in the kinds of things they are beginning to deal with as they write and promulgate and work with draft legislative proposals dealing with vocational education. We find very, very minor areas within this draft about which we have any major concerns, but we are indeed supportive of the efforts of that association and particularly of course, of the leadership that is provided by Lowell and his activities in working with Congress.

Prior to this opportunity to present this information to you, I did call together a group of local administrative personnel from local school districts throughout the State and threw some questions at them. I said, quickly, in summary kinds of statements, what are your major concerns with the existing legislation, what kind of cautions would you like to present to the committee in terms of those concerns. Quicly and rapidly, maybe I could run through a few of these with you to kind of give you a little feel of what the field is reacting to, what kind of attitudes exist in the field.

The field is very, very supportive of the concept that separate legislation continue to be maintained and identified in the name of vocational education. There has been much concern expressed on the part of local people that, as an example, there was a trend that many began to see in the 1972 activity that had vocational education included in higher education legislation, and a concern was expressed about that, a concern that we are very supportive of maintaining vocational education as separate legislative authority and not having it contained within higher education, as an example, in ESEA either.

One of the other concerns that I would like to mention briefly to the committee, and one in which we have some concern and reservation about the work the association has done to date has to deal with the subject of leadership development. What appears to be in legislation, what appears to be in this draft in the minds of local administrative people, is an overinvolvement of higher education in those kinds of activities.

I don't mean our comments to be negative in terms of activities of higher education or in terms of our support for the system of higher education. That is not the purpose. But we do want to offer for the committee's consideration the concept within this area of leadership development, it is probably one of our most critical local problems, that is, securing adequately experienced and developed administrative personnel, for example. Within this area, we don't feel the local district level has been given the opportunity yet to deal with some of the kinds of leadership development for which they have the potential to deal.

As an example, let me quickly run you through a man coming out of the trades and industries who generally is going to come to us as an instructor in a vocational education program. He comes to us with a requirement that we impose that he has adequate work experience. As an example, if it is an apprenticeable occupation, he must have served an apprenticeship. There is 4 years of his activity. He must have worked 3 to 7 years as a journeyman. He comes to work with us as a vocational instructor and we begin to give him inservice kinds of teacher training activities and development, work with him. But that individual is not going to be able to participate in some of the kinds of leadership development programs that are mandated in some of these kinds of legislative proposals that deal with people who only have a master's degree going in or who must have a master's degree to go into the kind of program that can be supported with this leadership development resource.

I offer for your consideration the resource that is available in local school districts for certain kinds of leadership development activities that we feel could assist in working in positive fashion toward some of our most critical staffing problems.

I would like to mention the subject of definitions. My experience in the local level has been such that we have tried to work with your definition of disadvantaged and the DOL definition of disadvantaged, and we have tried to make some kind of coordinated sense out of some of those differences in terms of operation of local programs.

We have had some substantial difficulty in the past because an individual who meets a definition in one sense of the word "disadvantaged" is still in a program that is being dually supported and we have some difficulties with some of those kinds of definitions.

We would like to suggest that the subject be given some consideration so that closer correlation could be drawn between those kinds of definitional contents.

We are concerned about the status of work-study at the present time because some of the requirements that are related to income factors are in considerable need of updating.

Another one of the major concerns related to our office in meeting with local administrative people has to do with funding patterns, obviously. This is kind of the juice that makes the cart run. Local people find themselves being asked to develop programs of career education, as an example, where we are now in the process of working in the development of industrial arts programs. We have had these additions added on to the vocational education responsibility without appropriate kinds of categorical aid being attached to them. So the local man's question to us in the State office as we work with him and say: "We need to develop these kinds of programs," he says: "OK, do you want me to take the vocational funding away from the other program and put it over here to do this?" when in the opinion of many of us the regular vocational program is still in need of adequate funding.

Certainly you will hear these kinds of funding comments from State agency people particularly, so I won't discuss that any longer.

I would like to quickly bounce along to two or three other comments for you and then summarize our presentation.

We are concerned and pleased about the planning activity that was mandated in your 1968 amendments. We are concerned that that process be strengthened more from a compliance base than it appears to be now. It simply is a kind of a compliance operation and we would like it to be more adequately representative of real planning rather than simply an attempt to be in compliance with certain kinds of requirements.

We are meeting regularly and attempting to do what we can at the local and State level to coordinate some of the kinds of activities that are carried out or were carried out under MDTA and now CETA with vocational education activities. That gets to be an extremely difficult process when it appears to a local administrator, for example, that the Federal process is mandating the same kind of things through two different approaches. We are concerned about coordinating mechanisms in which these various activities can be coordinated.

We understand that the national level has considerable concern about that as well, so I will not belabor that.

We are also considerably concerned at the local level, as we talk about this activity of coordinating different kinds of legislative authority, there is much concern in the common school system about your title X of 92–318 in the area of occupational education, whether or not the Congress really intended that to be a "double dip" for the portion of higher education that is related to vocational education type of activities or whether you had something else in mind there.

I would like to summarize by mentioning briefly to this committee, in following up on extensive testimony that was presented to you when you had a hearing here in Seattle on the 1968 amendments, that testimony had to do with the subject of the sole-agency requirement that is contained within the Federal act, the difficulty at that time that the State of Washington was having with that requirement.

As time has gone on, as problems have been created and recreated, and in some instances solved, we have seen some opportunities for change here in the State of Washington. At the present time, the interlocal agreements are in existence between the coordinating council, which in our State is designated as the sole agency. The interlocal agreement that is signed between that agency and the respective educational agencies, SPI and the college system, that interlocal has been materially altered this year and we view the changes that have occurred in that document as positive and they are going to give greater opportunity for better coordinative activities within those agencies.

In terms of general summary on the subject of sole agencies, we are indeed comfortable with the language that deals with that subject in the AVA draft. We feel that does not jeopardize the kinds of changes we have been in the process of developing in the State at the present time and during the past year.

We would be concerned if, indeed, the language that dealt with the sole-agency authority had the potential or appeared to have the potential to jeopardize some of the alterations that we have been accomplishing in this past year. They do not appear to contain that jeopardy at the present time.

I would simply like to summarize by saying to you that I think you sense, as we do, a substantial change in the attitude of the population of our country toward the business of vocational education and the attitude of students toward it. I would like to caution you, on that point of optimism, which would be a great place to end, except that I received a notice in the mail the other day that indicates to me that we still have a little way to go in this business of correcting the image and attitude on the subject of vocational education. I thought we had come even further than this.

You may be like our house with teenaged drivers, so you are looking at insurance rates all the time. You look for every way there is to get, hopefully, some kind of reduction. This is a good-student discount application from a major insurance company. It says that under the category of eligibility requirements the student must be taking academic courses. We still have a little way to go.

I really appreciate your kind attention.

Mr. MEEDS. Thank you very much, Bruce, for excellent testimony. Unless there is objection, your prepared statement, and appendices A and B, will be entered into the record after your testimony here.

Without objection, it so ordered.

[The prepared statement of Mr. Brennan and related appendices are as follows:]

PREPARED STATEMENT OF BRUCE F. BRENNAN, ASSISTANT SUPERINTENDENT FOR VOCATIONAL-TECHNICAL AND ADULT EDUCATION, STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

Mr. Chairman and distinguished Committee members, on behalf of Dr. Frank B. Brouillet, Washington State's Superintendent of Public Instruction, we wish to extend our appreciation to you for conducting this hearing on Vocational Education Legislation in our State.

This special recognition for vocational education in Washington is particularly appropriate when viewed within the context of the personal efforts Dr. Brouillet has put forth in behalf of this important aspect of education. One of the first major changes he effected upon assuming his office was a major organizational change regarding vocational education. This change restored vocational education to divisional status within the State Agency. This change spoke loudly and clearly to his intentions to make vocational education one of the major priority thrusts of his administration.

Dr. Brouillet has continued to emphasize this need in his management of the agency; and his staff is regularly reminded of the agency's priorities as vocational education is repeatedly given high recognition.

Vocational education today in the common schools of Washington State is a growing and developing program. It is working to extend its opportunities to more and more students—all persons in need of its services in the communities of the State.

Attached to this statement, as Appendix A, is "Vocational Education in the Common Schools of Washington State 1966–1978." This study displays historical data showing trends in the recent past and an analysis of planning information dealing with the period up to 1978. Planning information from 222 school districts throughout the State was utilized in this document.

There has been heavy emphasis in the preparation of this information on input from the local district level. Our agency is strongly committed to the concept that local effort is vital and the role of the State should be to provide assistance and support—not to be involved in the direct operation of educational programs.

The Vocational Education Act of 1963 shows substantial effects throughout this information, mainly in more districts offering more programs to more students. The Vocational Amendments of 1968 also show major impact, particularly in developing and enhancing the planning process and also in the development of special services to target groups whose special needs had not been recognized previously nor adequately met.

The planning information summarized in Appendix A also clearly indicates certain trends in vocational education in Washington State. Included among these is a major trend toward Interdistrict Cooperation. This trend is of sufficient importance and interest to both the State Superintendent and the State Board of Education that certain earmarking of Federal Vocational Funds for this purpose has been accomplished for the just-completed 1973–74 school year and for the new 1974–75 fiscal year. A major element of this trend will result in expansion of the common schools' vocational effort through secondary skills centers growth.

Other trends surfacing through analysis of this information include an interest in and need for development of career education activities and also certain needs for diversification of vocational programming in order to be more responsive to needs in smaller school districts.

Earlier mention was made of the extension of additional vocational education services to certain target groups. Included with this statement, and labeled Appendix B, is "The Synopsis of 1972–73 Common School Federal Vocational Projects in Washington State Funded Under P.L. 90–576." This synopsis sets forth descriptions of projects funded in Cooperative, Exemplary, Home and Family Life, Handicapped and Disadvantaged categories. The Committee will find in this information the specific activities that have occurred in local school districts as a result of P.L. 90–576 funding and as a result of the directions that you indicated were important in the 1968 Amendments.

Not readily visible in these appendices, but extremely important to the program of vocational education in this State, is the close working relationship that exists between the common schools vocational programs and organized labor and management. Working with well over a thousand different local labor-management advisory groups has enabled the common school system to develop and conduct realistic programs closely related to the needs of today's industrial society and the multiple and complex needs of today's student.

The efforts of labor and management through this process are of such importance that we would like to make a special recommendation to this Committee on this point. Our suggestion is that vocational legislation should be altered so as to enhance this relationship and strengthen the tie that must be as viable as possible between vocational education and industry. We would be pleased to respond to the Committee in more detail on this point if you so desire.

Washington State's Legislature has been supportive of vocational education and has continued to work in a positive fashion to provide financial resources. State-level money is the major support source accruing to vocational programs operated in the common schools. These funding patterns are displayed in Appendix C. This information should be viewed in total over the three-year span shown because of the impact that impoundment activities have had on certain years.

In general, the federal funding is matched at higher-than-the-national-average in Washington State. Federal funds are less than ten per cent of the total expenditures. The remaining ninety per cent is made up of approximately two-thirds State and one-third local effort. The use of federal dollars in common school programs is directed primarily toward support of developmental activities; while State and local resources speak to maintenance and operation support as well as capital outlay.

The weighted-enrollment-support factor in Washington's apportionment formula is the single most important factor in providing the services of vocational education in local districts.

On the subject of new federal legislative considerations, we would like to indicate our support for the efforts of Lowell Burkett and the American Vocational Association and to further indicate general agreement with the major thrust of his Association's current draft of Legislative Proposals for Vocational Education.

In preparation of a brief list of statements that will include our principle concerns on current and proposed vocational legislation, our agency met with a representative group of local administrative personnel and as a result of those discussions we would like to present to the Committee, in summary form, nine of these items as expressed by those individuals who are closest to the action.

1. Vocational legislation should be a separately expressed subject by the Congress and not become an incorporated portion of either ESEA or Higher Education legislation. Concern was expressed about the inclusion of Vocational Amendments in P.L. 92–318 in 1972.

2. The need for more realistic and more effective Leadership Development is critical. The overdependence upon the institutions of higher education as the sole providers of this service causes major concern to the local practitioner.

3. A strong need exists to update and clarify definitions and criteria, particularly as they apply to Disadvantaged, Handicapped and Work Study.

4. A contemporary problem of local program personnel has to do with the acquisition of scarce training materials (welding rods, for example). We recognize that this is not a subject you are likely to deal with in legislation but may well be one that you, as individuals, may assist with in communicating the need for some pre-prioritization in this area.

5. Local concern is very strong as we continue to see vocational education responsibilities expanded without concurrent categorical aid being provided. A recent example is the inclusion of some Industrial Arts programs in vocational education without categorical funding for this purpose. We are concerned that a dilution of support levels for regular vocational programs not occur as a result of these changes. Local districts are saying, "We will be glad to implement these changes but without specific aid, how do we accomplish this without lessening our effort in regular programs?".

Closely related is the all too common situation where one-time federal funding on projects results in the development and provision of a needed service and a subsequent curtailment when funding is withdrawn.

6. The Committee has heard many expressions of concern about the process of planning vocational activities. Additional direction appears to be needed in order to redirect what is now essentially a compliance process to what should be a more effective and meaningful planning procedure.

7. Local vocational administrators are presented with more and more complexities in their communities as they attempt to coordinate the various services being presented to their constituency. Actions of Congress in MDTA and CETA are continuing to create problems of coordination for local vocational personnel.

8. Actions of Congress in passing the Higher Education Amendments of 1972—P.L. 92–318—are also causing some concern regarding your intent and how the provisions of Title X Occupational Education in the post-secondary system is to relate to vocational programming in common schools. If, indeed, this was intended as additional funding for this type of educational activity at post-secondary institutions, was the intent to restrict those systems' participation in P.L. 90–576 funding or was it intended, as some local people question, as a "double dip"?

9. Concern over State Level Administration continues to be evident in our State although optimism is being expressed as a result of recent administrative changes that have been achieved. These changes have occurred within the interlocal agreement currently in effect between the Coordinating Council for Occupational Education and the State Superintendent of Public Instruction. The relationship of constitutional authority and current State Statutes in Washington to the sole-agency (State Board for Vocational Education) requirement of P.L. 90–576 and preceding Federal Vocational Legislation was presented to your Committee in hearings held here in Seattle on the 1968 Amendments by Congressman Mike McCormick.

Those concerns have not been altered by any interim changes and as recently as this past year a study team from the U.S. Office of Education declared the Washington situation to be unique among the States.

The main consideration we wish to express today on this subject is that the progress we have made in clarifying the respective roles of the several agencies involved in vocational education not be jeopardized by restrictive changes in the federal requirements. The drafts of proposed changes we have seen to date do not appear to create any major difficulty in this regard.

We have been encouraged by progress that has occurred administratively this past year to solve problems. Current language in the American Vocational Association draft appears to be supportive of the types of changes that are now being implemented.

Much, of course, remains to be accomplished to bring vocational education to the level of acceptance within the total educational enterprise that it deserves. The foresight and perception displayed by the Federal Congress in passage of the initial vocational legislation and its succeeding restatements is the single most important cause for the current role this program enjoys. The work of this Committee is vital to the future of this important educational service.

Our agency is anxious to be of whatever assistance your Committee may consider appropriate in this regard. This opportunity is certainly appreciated.

[Appendix A]

A Picture of Vocational Education in the Common Schools (K–12) of Washington State 1966–78

INTRODUCTION

This study is based on the presentation of historical data to show the trends in the immediate past in vocational education in the State since 1966. It carries through the present to the immediate future (the future being the next five years, 1973–78, for which the latest vocational education plans of the school districts are available). The plans of 222 districts were utilized.

The plans have been formally signed by the President of the School Board of each district. It is very clear from reading the plans that the author of a plan in most cases has been the superintendent, business manager, curriculum director, vocational director, school principal and/or a vocational teacher.

With all the variations in the plans, many commonalities were evident.

SUMMARY

The Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 have had a profound effect on vocational education in Washington State.

This study is divided into two time periods: 1966–72; 1973–78.

The first period (1966–72) is history. The effects of the Act of 1963 are clearly visible—more districts offering vocational education through more vocational education programs to more students.

The second period (1973–78) is the future. The Vocational Amendments of 1968 required all school districts to prepare a five-year plan for vocational education and update it annually.

The trends in vocational education are clearly indicated by the five-year plans.

Significant trends are: Inter-District Cooperation, Career Education, Diversification of Vocational Education.

INTER-DISTRICT COOPERATIVES—OPERATIONAL

Letter identifies the cooperative.

Number after the letter indicates number of districts in cooperative.

Cooperatives include: Urban and suburban districts; urban and rural districts; urban, suburban and rural districts; rural and rural districts; suburban and suburban districts; school districts and comunity colleges.

A–6 Tri-Cities area: Kennewick, Pasco, Richland, Finley, Kiona-Benton, Columbia No. 400.

B–2 Stevens County area: Colville, Kettle Falls.

C–7 Spokane Valley area: West Valley No. 363, Central Valley, East Valley, Mead, Freeman, Deer Park, Riverside.

D–6 Upper Yakima Valley area: Yakima, West Valley No. 208, Moxee, Highland, Selah, Naches Valley.

E–3 Willapa area: Raymond, South Bend, Willapa Valley.

F-6 Skamania-Klickitat area: White Salmon, Trout Lake, Glenwood, Lyle, Wishram, Klickitat.
G-4 Mid Yakima Valley area: Zillah, Wapato, Toppenish, Granger.
H-8 Clark County co-ops: Evergreen, Ridgefield, Woodland, LaCenter, Vancouver, Battle Ground, Camas, Washougal.
I-6 Gray-Pac area: Aberdeen, Elma, Hoquiam, Montesano, North Beach, Ocosta.
J-3 South King County area: Highline, South Central, Federal Way.
K-4 Island County area: Oak Harbor, Anacortes, South Whidbey, Coupeville.
L-5 Cowlitz area: Longview, Kelso, Castle Rock, Wahkiakum, Rainier, Oregon.
M-3 ISD No. 114 area: Port Townsend, Chimacum, Quilcene.
N-3 (Cascade area):[1] Mossyrock, Morton, Onalaska.
O-2 (Okanogan County area):[1] Oroville, Tonasket.
P-3 (Snohomish County area):[1] Everett/ISD No. 109/Everett CC, Snohomish, Marysville.
Q-2 (Thurston County area):[1] North Thurston, Olympia.
R-3 (Chelan County area):[1] Cashmere, Leavenworth, Peshastin-Dryden.
S-2 (Pacific County area):[1] Ocean Beach, Naselle-Grays River.
T-4 Puyallup Valley area: Sumner, Orting, Eatonville, White River.
U-6 (Whatcom County area):[1] Bellingham, Ferndale, Meridian, Lynden, Nooksack Valley, Mt. Baker.
V-2 (Adams County area):[1] Ritzville, Lind.

Career education is:

A series of experiences within the existing curriculum which equips the individual with: An awareness of the world of work; a favorable attitude towards work, leading to the ability to select, prepare for, and pursue a career choice.

Supporting statements:

Career education is a part of all subject areas and becomes an integral part of each individual's life experience from early childhood through adult life.

Career education enables the individual to relate both in-school and out-of-school experiences to personal goals.

Career education requires a cooperative effort involving parents, educators, the community, and the individual.

Career education is based upon the concept that the community is an extension of the classroom.

Career education will expand the individual's knowledge of readily visible careers and offer exploration of less apparent careers.

Be prepared for his/her next career step:

If an individual is to achieve this goal, he must be able to receive the benefits resulting from:

Career education as an integral part of all instructional programs.

Appropriate career counseling and guidance activities that enable the individual to develop a sequential, or redirectional career development procedure.

Flexible curricula designed through assessment of community socio-economic trends and parent-educator-individual attitudes.

The availability of a career education information center.

CAREER EDUCATION

The following data was obtained from the reporting school districts via the annual and 5-year Districtwide Plans. It should be noted that the data includes:

1. All reporting districts.[2]
2. All vocationally approved programs.[2]
3. All career education programs and anticipated plans for further career education integration.[2]

It should also be noted that the data shows there is considerable variety of program integration and activity throughout the State and that career education is expanding very rapidly k-adult.

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[1] Tentative title.

[2] As of publication date.

CAREER EDUCATION AND VOCATIONAL EDUCATION PROGRAMS BY DISTRICT

	Agriculture	Distributive education	Business and office	Health occupations	Home and family life (useful)	Home economics (gainful)	Trade and industry	Diversified occupations	Teacher in service	Program K-12	Program in elementary	Program in middle-junior high	Program in senior high
Aberdeen No. 5		X	X	X	X	X	X	X		(11)			
Adna No. 226			X		X					(2)(3)			
Anacortes No. 103			X	C	X	X	X	X		(4)			
Arlington No. 16	X	X	X	X	X	X						(2)(3)	(2)
Asotin No. 400	X		X		X			X	(6)				(1)
Auburn No. 408	X	X	X	X	X	X	X			(4)			
Bainbridge No. 303			X		X	X				(6)			
Battle Ground No. 119	X		X		X			X		(4)			
Bellevue No. 405	X	X	X	X	X		X	X		(4)			
Bellingham No. 501		X	X	X	X	X	X	X		(2)(3)			
Bethel No. 403	X		X		X								(2)
Blaine No. 503	X		X		X			X			(4)	(4)	(2)
Boistfort No. 234			X		X						(4)	(4)	(1)
Bremerton No. 100		X	X		X	X	X			(2)			
Brewster No. 111	X		X		X								(2)
Bridgeport No. 75	X		X		X							(2)(3)	(8)
Burlington-Edison No. 100	X		X		X		X			(4)			
Camas No. 117			X		X		C	X		(2)			
Cashmere No. 122	X	X	X		X					(6)			
Castle Rock No. 401	X		X		X		X	X			(7)	(7)	(2)
Central Kitsap No. 401			X		X			X			(7)	(7)	
Central Valley No. 356	X		X	C	X		C			(6)	(2)(3)		
Centralia No. 401	X		X		X						(7)	(2)(3)	(2)(3)
Chehalis No. 302	X		X		X						(2)	(2)	(1)
Chelan No. 129	X	X	X		X	X				(6)			
Cheney No. 260	X	X	X		X					(2)			
Chewelah No. 36	X		X								(4)	(4)	(1)
Chimacum No. 49			X		X		X	C		(6)			
Clarkston No. 250		X	X		X					(6)			(2)
Cle Elum-Roslyn No. 404			X		X					(1)(3)			
Clover Park No. 400		X	X		X		X			(7)			
Colfax No. 300	X				X						(7)	(7)	(1)
Colton No. 306	X		X		X					(4)			
Columbia No. 206	X		X				X				(7)	(7)	(1)
Columbia No. 400			X		X			X		(6)			
Colville No. 115	X		X	X	X		X				(4)	(4)	(1)(2)
Concrete No. 102					X					(4)			
Coulee City No. 150			X		X								(2)
Coupeville No. 204			X	C	X		C			(4)			
Crescent No. 313			X								(4)	(4)	(1)
Creston No. 73					X					(4)			
Curlew No. 50					X					(4)			
Cusick No. 59			X		X		X			(3)			

Davenport No. 207	X		X		X					(4)			
Dayton No. 2	X		X		X						(1)		(1)
Deer Park No. 414	X		X	C	X		C	X				(2)	
Eastmont No. 206	X		X		X				(7)		(7)	(7)	(1)
East Valley No. 361			X	C	X		C			(4)			
Eatonville No. 404	X				X			X		(4)			
Edmonds No. 15		X	X		X	X	X				(6)	(6)	(2)
Ellensburg No. 401	X	X	X		X		X				(7)	(1)	(1)
Elma No. 68	X	X	X	X	X		X			(4)			
Endicott No. 308	X				X								(2)
Entiat No. 127					X					(4)			
Enumclaw No. 216	X		X		X		X	X					(6)
Ephrata No. 165	X		X	X	X						(6)	(2)	(1)
Everett No. 2		X	X		X	X	X			(2)			
Evergreen No. 114	X	X	X		X		X	X		(2)			
Federal Way No. 210		X	X	C	X		X	X			(2)	(2)	
Ferndale No. 502	X	C	X	C	X	X	C		(2)	(4)			
Fife No. 417	X	X	X		X			X			(7)	(2)	(2)
Finley No. 53	C		X	C	X	C	C				(2)	(2)	
Franklin Pierce No. 402	X	X	X		X		X			(2)			
Freeman No. 358	X		X		X						(6)	(6)	(1)
Garfield No. 302					X					(6)			
Glenwood No. 401	C			C							(4)	(4)	(1)
Goldendale No. 404	X	X	X		X		X			(4)			
Grand Coulee Dam No. 301J			X		X		X	X		(7)			
Grandview No. 200	X		X	X	X		X		(7)		(2)	(2)	
Granger No. 204	X		X	C	X		C	C					(2)
Granger No. 204	X		X	C	X		C	C					(2)
Granite Falls No. 332			X							(4)			
Harrington No. 204	X		X		X							(7)	
Highland No. 203	X		X		X								(1)
Highline No. 401		X	X	X		X	X	X		(2)	(6)	(6)	
Hoquiam No. 28			X		X	C	X			(1)			
Inchelium No. 70	X		X		X							(1)	(1)
Issaquah No. 411	X	X	X	X	X	X	X	X	(6)		(6)	(1)	(1)
Kahlotus No. 56	X		X		X			X			(2)	(3)	
Kelso No. 403	X		X		X		X		(6)	(6)			(1)
Kennewick No. 17	X	X	X	X	X	X	X		(2)	(6)			
Kent No. 415	X	X	X		X	X	X	X		(2)	(6)		
Kettle Falls No. 212	X	X	X		X						(2)	(4)	(2)
Kiona-Benton No. 52			X	C	X	C	C				(2)	(2)	
Kittitas No. 403	X		X		X					(2)			
Klickitat No. 402			X		X			X		(4)			
La Center No. 101	X		X		X							(2)	(2)
Lacrosse No. 260	X				X					(4)			
Lake Stevens No. 4	X	X	X		X					(7)			
Lake Washington No. 414			X	X	X	X	X		(2)		(2)		
Leavenworth No. 128			X		X					(2)			
Liberty No. 362	X		X		X			X			(2)(3)	(2)(3)	

See footnotes at end of table.

CAREER EDUCATION AND VOCATIONAL EDUCATION PROGRAMS BY DISTRICT—Continued

	Agriculture	Distributive education	Business and office	Health occupations	Home and family life (useful)	Home economics (gainful)	Trade and industry	Diversified occupations	Teacher in service	Program K-12	Program in elementary	Program in middle-junior high	Program in senior high
Lind No. 158	X			C				X		(2)			
Longview No. 122	X	X	X		X		X				(7)	(1)(3)	(2)(3)
Lower Snoqualmie No. 407			X		X			X		(2)			
Lynden No. 504	X		X		X						(4)	(1)	(1)
Mabton No. 120	X		X		X						(4)	(2)	
Mansfield No. 207	X		X								(3)	(1)	(1)
Manson No. 19	X		X		X					(4)			
Marysville No. 25	X		X		X	X		X	(2)	(2)			
Mary M. Knight No. 311			X								(6)	(6)	
Mary Walker No. 207			X		X					(6)			
Mead No. 354	X		X	C	X		C	C					(6)
Medical Lake No. 326	X		X		X					(4)			
Mercer Island No. 400		X	X		X						(7)		
Meridian No. 505	X		X		X		X					(2)	(3)
Methow Valley No. 350	X		X		X	X	X	X		(2)			
Monroe No. 103	X		X		X								(1)
Montesano			X		X		X			(1)			
Morton No. 214	X		X	X	X			X		(2)			
Moses Lake No. 161	X		X	X	X	X	X				(7)	(7)	(2)
Mossyrock No. 206	X		X		X					(2)			
Mount Adams No. 209	X		X		X						(4)	(2)	(4)
Mount Baker No. 507	X	C	X		X		C				(1)	(1)	(3)
Mount Vernon No. 320	X		X		X		X				(7)	(3)	
Moxee No. 90			X		X			X		(2)			
Mukilteo No. 6	X	X	X				X			(6)		(2)	
Naches Valley No. 3	X		X		X			C					(3)
Napavine No. 14			X		X					(4)			
Naselle-Gr. River No. 155			X		X					(2)			
Newport No. 56	X	X	X		X		X						(3)
Nooksack Valley No. 506	X	C	X		X		C					(2)	
North Beach No. 64					X		X				(4)	(6)	(4)
North Franklin No. 51	X		X		X					(1)			
North Kitsap No. 400	X	X	X		X	X			(6)	(6)			
Northshore No. 417		X	X		X	X	X				(4)	(4)	(1)
North Thurston No. 3	X	X	X	X	X		X	X	(6)	(6)		(2)	
Oakesdale No. 324	X				X					(1) (3)			
Oak Harbor No. 201			X	X	X		X			(6)	(3) (3)		(3)
Oakville No. 400	X		X		X					(4)			
Ocean Beach No. 101					X		X			(7)			
Ocosta No. 172	X		X				X	X		(1)		(2)	
Okanogan No. 105			X		X					(2)			
Olympia No. 111	X	X	X		X	X	X	X	(2)	(6)			

Omak No 19	X	X	X	X	X		X			(4)	(2)	(2)	
Onalaska No 300	X		X		X							(6)	
Oroville No. 410					X			C		(2)			
Orting No 344			X		X					(4)			
Othello No 147	X		X	X	X			X		(1) (2)			
Palouse No. 301					X				(6)	(6)			
Pasco No 1	X	X	X	C	X	X	X	X			(2)	(2)	
Pateros No 122	X		X		X					(2)			(6)
Pe Ell No. 301			X		X			X		(6)			(2)
Peninsula No. 401	X	X	X		X		X			(6)			
Peshastin-Dryden No. 200					X					(6)			
Pomeroy No. 110	X		X		X			X		(4)			
Port Angeles No. 21	X	X	X	X	X	X	X			(4)			
Port Townsend No. 50			X		X		X	X			(6)	(6)	
Prosser No. 116	X		X		X						(4)	(2)	(2)
Pullman No. 267	X	X	X				X				(2)	(2)	(1)
Puyallup No. 3	X	X	X	X	X	X	X		(2)			(2)	(2)
Quilcene No. 48			X				X	X		(5)			(2)
Quillayute Valley No. 402	X		X		X		X	X		(4)			
Quinault No. 97					X		X	X				(1)	(1)
Quincy No. 144	X		X	X	X					(2)	(7)		
Rainer No. 307	X		X		X			X		(4)			
Raymond No. 116	X		X	X	X			X		(7)		(2)	(2)
Reardan No. 260	X		X		X						(1)	(2)	
Renton No. 403		X	X	X	X	X		X		(6)			
Republic No. 309			X		X						(6)	(6)	(2)
Richland No. 400	C	X	X	C	X	X	X				(7)	(2)	
Ridgefield No. 122	X	X	X		X				(6)	(6)			(2)
Ritzville No. 160	X		X	X	X				(2)		(2)	(2)	(1)
Riverside No. 416	X		X							(4)			
Rochester No. 401			X		X				(6)	(7)			
Rosalia No. 320	X				X						(1)	(1)	(2)
Royal No. 160					X			X	(6)			(2)	(1)
Seattle No. 1	X	X	X		X	X	X			(2)			
Sedro Woolley No. 101	X		X		X			X				(2)	(2)
Selah No. 119	X		X		X		X	C		(1)		(6)	
Selkirk No. 70	X		X		X						(2)	(1)	(2)
Sequim No. 323	X		X		X	X	X			(7)			
Shelton No. 309			X		X		X				(2)	(2)	
Shoreline No. 412		X	X		X	X	X					(2)	(2)
Snohomish No. 201	X	X	X		X		X			(7)			
Snoqualmie Valley No. 410			X		X			X			(6)	(5)	(11)
South Bend No. 118	X		X		X			X		(7)		(3)	(2)
South Central No. 406			X	C	X		C			(4)			
South Kitsap No. 402	X	X	X	X	X		X	X	(6)		(6)	(3)	(1)
South Whidbey No. 206			X	X	X			X			(2)	(6)	
Spokane No. 81	X	X	X	X	X	X	X			(3)(6)			
Sprague No. 8	X									(6)			
St. John No. 322	X				X								
Stanwood No. 401	X		X		X						(4)	(4)	(1)

See footnotes at end of table.

CAREER EDUCATION AND VOCATIONAL EDUCATION PROGRAMS BY DISTRICT—Continued

	Agriculture	Distributive education	Business and office	Health occupations	Home and family life (useful)	Home economics (gainful)	Trade and industry	Diversified occupations	Teacher in service	Program K-12	Program in elementary	Program in middle-junior high	Program in senior high
Stevenson-Carson No. 303			X	X	X		X			(4)			
Sultan No. 311	X		X		X					(6)		(11)	
Sumner No. 320			X		X	X		X		(6)			
Sunnyside No. 201	X	X	X	X	X		X			(3)			
Tacoma No. 10	X	X	X							(6)	(3)	(2)	(1)
Tahoma No. 4(9			X		X						(7)	(7)	(6)
Tekoa No. 265	X									(3)			
Tenino No. 402	X		X		X			X	(6)		(11)	(7)	(7)
Thorp No. 400			X	X							(11)		(3)
Toledo No. 237	X		X		X			X		(3)			
Tonasket No. 404	X				X			X		(2)			
Toppenish No. 202	X		X	C	X		X	C					(3)
Touchet No. 300	X									(11)			
Toutle Lake No. 130					X					(6)			
Trout Lake No. 400	X			X						(7)			
Tumwater No. 33			X		X						(4)	(4)	(3)
University Place No. 83		X	X							(4)			
Vancouver No. 37	X	X	X		X	X	X			(6)			
Vashon Island No. 402			X		X		X				(4)	(1)	(3)
Wahkiakum No. 200	X		X		X			X			(3)		
Waitsburg No. 401	X		X		X					(6)			
Walla Walla No. 140	X	X	X		X	X	X			(6)			
Wapato No. 207	X		X	C	X		X	C					(3)
Warden No. 146	X		X		X					(6)			
Washougal No. 122			X		X						(7)	(2)	(7)
Washtucna No. 109			X		X			X		(11)			
Wenatchee No. 246	X	X	X		X	X	X			(4)			
West Valley No. 363		X	X	C	X		C						(3)
West Valley No. 208	X		X		X		X					(6)	(3)
White Pass No. 303	X		X		X		X				(6)		(11)
White River No. 416	X		X		X					(4)			
White Salmon No. 405	X		X	X	X					(6)		(2)	
Willapa Valley No. 160	X		X		X			X			(6)	(6)	(1) (3)
Winlock No. 232	X		X		X						(4)	(4)	(7)
Woodland No. 404			X		X			X		(4)			
Yakima No. 7	X	X	X	X	X	X	X			(5)	(1)		
Zillah No. 205	X		X	C	X		X	C			(4)	(4)	(3)

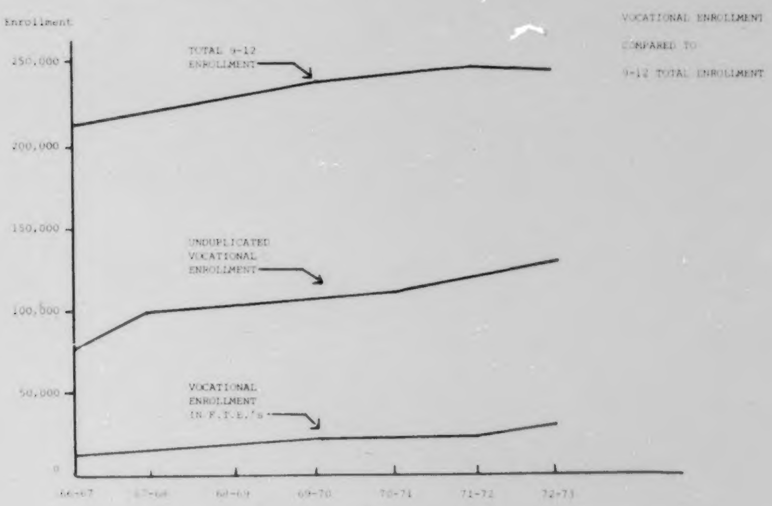
X Existing vocational education program.
C Cooperative vocational education program.

[1] No formal career education program; random career education activities take place.
[2] Formal career education program in existance.
[3] Current career education program or activities being expanded.
[4] No career education program.
[5] Career education pilot program (experimental) in existance.
[6] Careed education program 7nder development.
[7] Career education program under consideration.

VOCATIONAL ENROLLMENT COMPARED TO TOTAL 9 TO 12 ENROLLMENT

	Total 9 to 12 enrollment Oct. 1	Unduplicated vocational enrollment (constructed)	Vocational enrollment in FTE's
1966-67	214,000	77,449	12,965
1967-68	223,556	103,723	16,835
1968-69	232,554	108,349	19,455
1969-70	240,025	111,040	21,639
1970-71	244,831	111,917	23,125
1971-72	248,136	119,414	23,769
1972-73	247,589	119,761	25,140

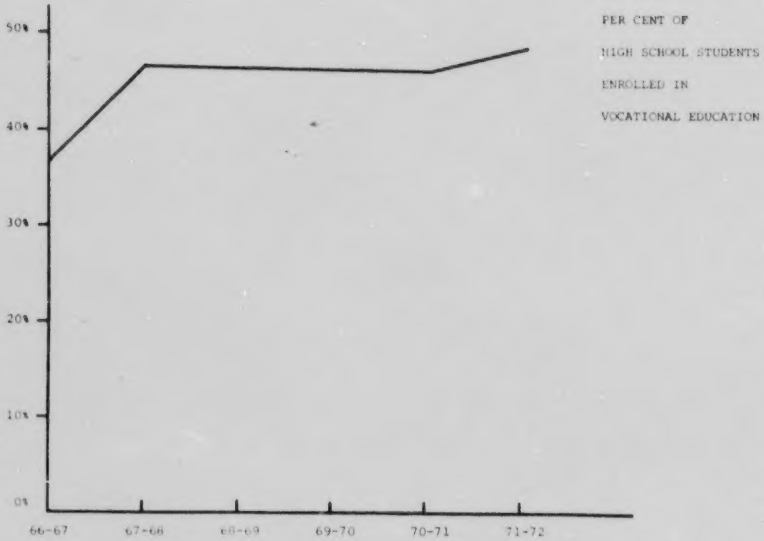
Note: Vocational enrollment is presented here in relation to total high school enrollment, both as unduplicated (named) students and as full-time equivalent students



PERCENT OF HIGH SCHOOL STUDENTS ENROLLED IN VOCATIONAL EDUCATION

	9 to 12 enrollment Oct. 1	Unduplicated vocational enrollment (constructed)	Percent
1966-67	214,000	77,449	36.2
1967-68	223,556	103,323	46.3
1968-69	232,554	108,349	46.4
1969-70	240,025	111,040	46.2
1970-71	244,831	111,917	46.0
1971-72	248,136	119,414	48.1
1972-73	247,589	119,761	48.4

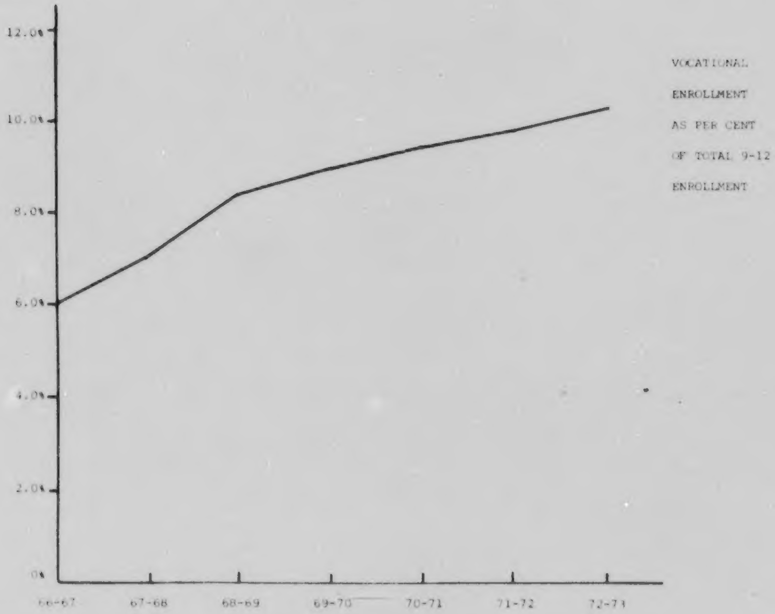
Note: During recent years, almost half of the 9 to 12 students have taken at least 1 vocational education course.



VOCATIONAL ENROLLMENT—PERCENT OF 9 TO 12 ENROLLMENT

	Vocational enrollment in FTE's	9 to 12 enrollment Oct. 1	Percent
1966-67	12, 965	214, 000	6. 1
1967-68	16, 835	223, 556	7. 1
1968-69	19, 455	232, 554	8. 4
1969-70	21, 639	240, 025	9. 0
1970-71	23, 125	244, 831	9. 5
1971-72	23, 769	248, 136	9. 7
1972-73	25, 164	247, 589	10. 2

Note: 10 percent of the total 9 to 12 class hours consist of vocational education. Summary: 10 percent of the total 9 to 12 program is vocational and reaches 50 percent of the high school students. (Approximately 20 percent of the high school program is language arts, reaching 100 percent of the students.)



VOCATIONAL ENROLLMENT BY SEX

UNDUPLICATED STUDENTS (CONSTRUCTED)

	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Male	17,954	26,074	28,171	30,823	31,709	37,476	42,196
Female	59,495	77,249	80,178	80,217	80,208	81,938	77,565
Total	77,449	103,323	108,349	111,040	111,917	119,414	119,761

Note: The percent of boys in vocational education is increasing. Unduplicated students are named students counted only once, though enrolled in more than 1 vocational class.

FEMALE VOCATIONAL ENROLLMENT
UNDUPLICATED STUDENTS (CONSTRUCTED)

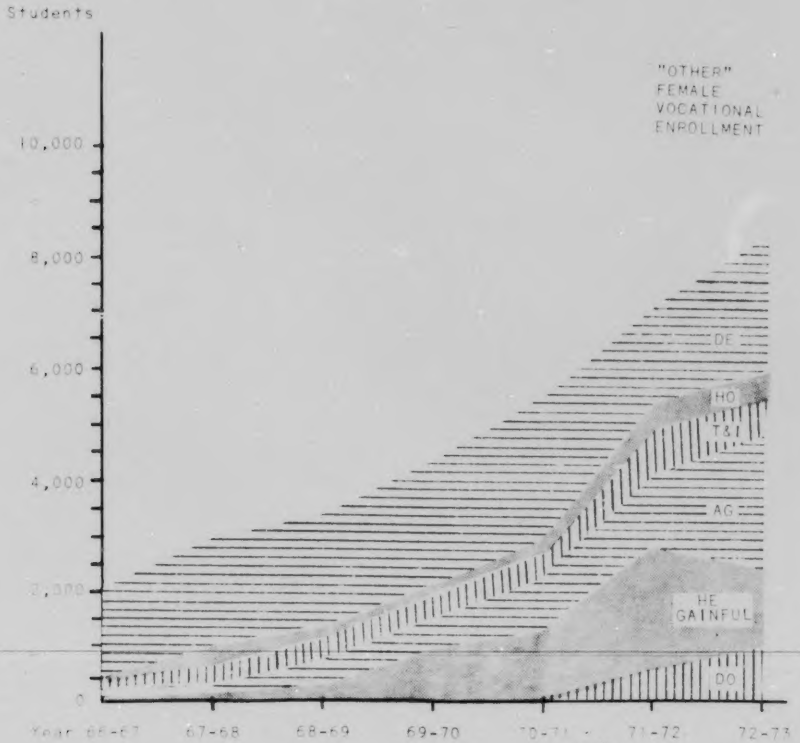
	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Other	1,909	2,894	3,329	4,356	5,445	7,191	8,434
Business and office	17,598	24,358	26,979	31,622	29,159	31,444	28,783
Home and family life	39,988	49,997	49,870	44,239	45,604	43,303	40,348
Total	59,495	77,249	80,178	80,217	80,208	81,938	77,565

Note: Historically, girls enrolled primarily in home and family life vocational education. Likewise, the "other" category has increased from 3 to 11 percent of the total female enrollment in vocational education classes while business and office has decreased from 67 to 52 percent. Home and family life has increased from 30 to 37 percent.

"OTHER" FEMALE VOCATIONAL ENROLLMENT
UNDUPLICATED STUDENTS (CONSTRUCTED)

	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Distributive education	1,439	2,003	2,100	2,327	2,486	1,870	2,527
Health occupations	49	160	153	107	298	490	555
Trade and industry	289	362	337	389	443	657	626
Agriculture	79	219	349	491	890	1,498	2,253
Home economics, gainful	53	150	390	1,042	1,328	2,080	1,449
Diversified occupations						596	1,024
Total	1,909	2,894	3,329	4,356	5,445	7,191	8,434

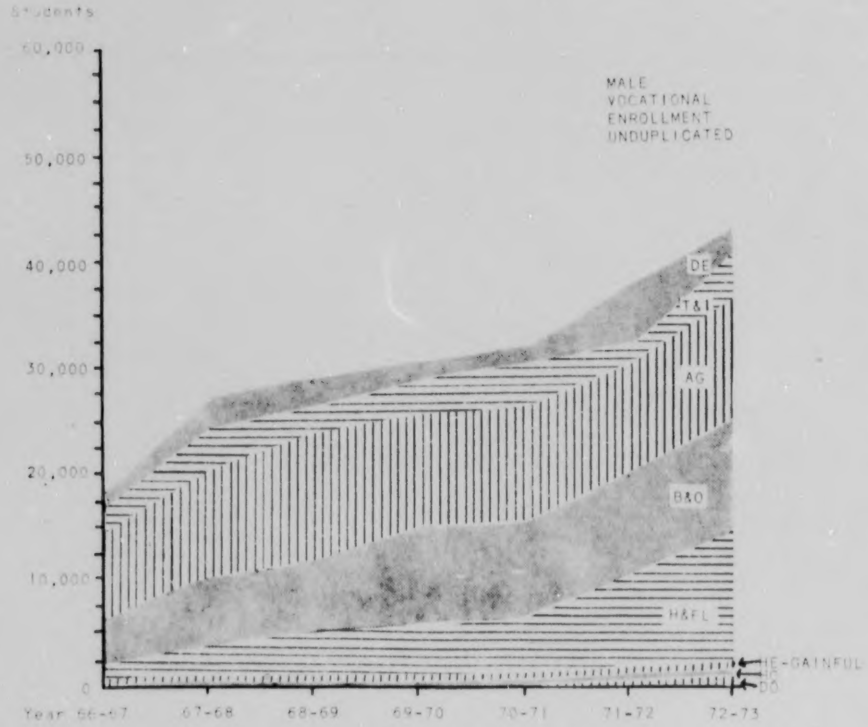
Note: The "other" category of female vocational enrollment has been expanded and shows growth in all programs including such programs as agriculture and trade and industry.



MALE VOCATIONAL ENROLLMENT UNDUPLICATED (CONSTRUCTED)

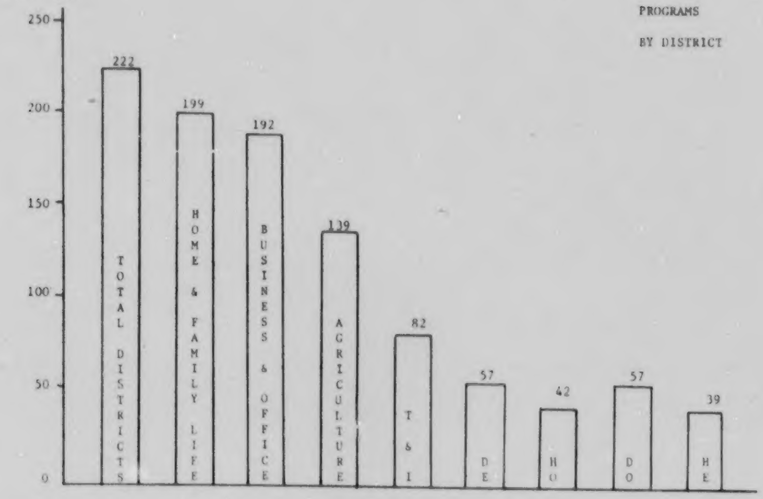
	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Major:							
Distributive education	1,067	1,372	1,428	1,489	1,736	2,380	1,632
Trade and industry	2,356	2,710	3,216	3,524	3,461	4,400	4,326
Agriculture	7,999	11,675	11,546	10,754	11,376	10,987	12,074
Business and office	4,376	6,713	7,178	9,449	8,717	10,481	10,265
Home and family life	2,148	3,574	4,591	5,383	5,963	7,642	11,863
Minor:							
Health	0	5	6	15	73	61	40
Home economics, gainful	8	25	206	209	383	553	750
Diversified occupations						972	1,246
Total	17,954	26,074	28,171	30,823	31,709	37,476	42,196

Note: Male enrollment is predominately in agriculture; with home and family life and business growing significantly.



Vocational programs by district

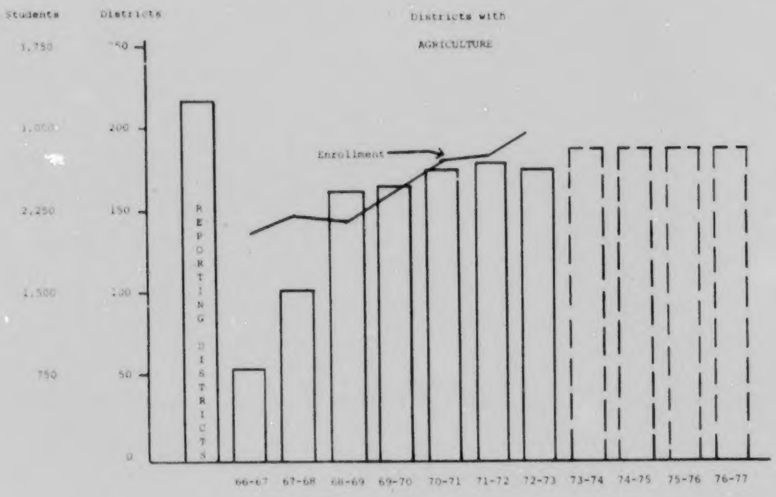
Total districts with vocational program	222
Districts offering:	
Home and family life	199
Business and office	192
Agriculture	139
Trade and industry (T&I)	82
Distributive education (DE)	57
Health occupations (HO)	42
Diversified occupations (DO)	57
Home economics (gainful) (HE)	39


VOCATIONAL
PROGRAMS
BY DISTRICT

DISTRICTS WITH AGRICULTURE

	Districts having or planning program	Enrollment in F.T.E.'s
1966-67	133	1, 996
1967-68	132	2, 162
1968-69	125	2, 111
1969-70	132	2, 401
1970-71	134	2, 635
1971-72	138	2, 742
1972-73	139	3, 017
1973-74	147	
1974-75	149	
1975-76	149	
1976-77	149	

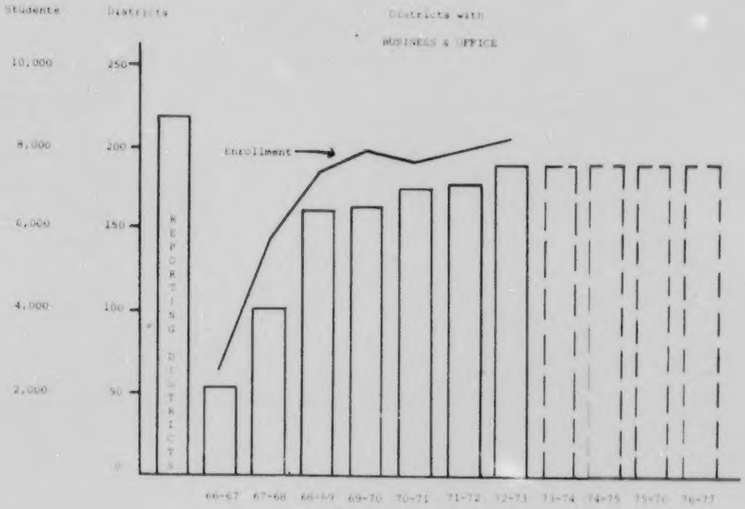
Note: Average enrollment in F.T.E.'s per district increased from 15 students in 1966-67 to 22 students in 1972-73.



DISTRICTS WITH BUSINESS AND OFFICE

	Districts having or planning program	Enrollment in F.T.E.'s
1966-67	55	2,633
1967-68	102	5,740
1968-69	161	7,373
1969-70	166	7,978
1970-71	178	7,858
1971-72	183	8,075
1972-73	192	8,396
1973-74	192	
1974-75	192	
1975-76	192	
1976-77	192	

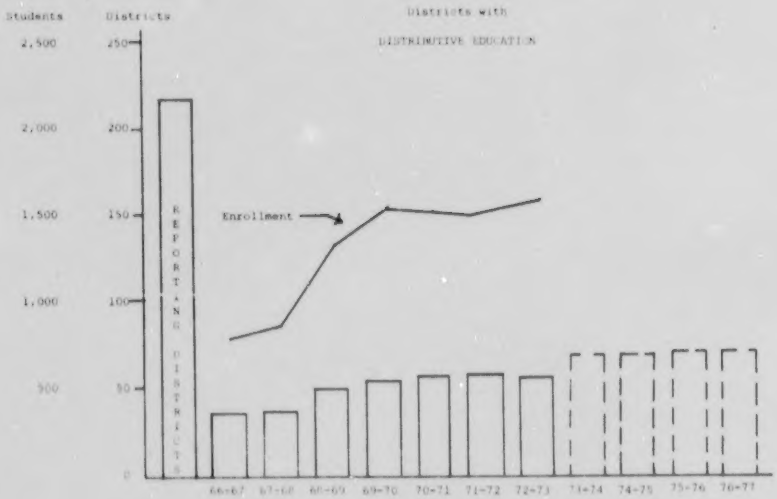
Note: Business and office education was included in federal legislation for vocational education in 1963. The effects on business and office programs and enrollment became evident between 1966-1968.



DISTRICTS WITH DISTRIBUTIVE EDUCATION

	Districts having or planning program	Enrollment in F.T.E.'s
1966-67	35	802
1967-68	37	881
1968-69	50	1,336
1969-70	54	1,530
1970-71	58	1,530
1971-72	59	1,502
1972-73	57	1,575
1973-74	71	
1974-75	71	
1975-76	72	
1976-77	73	

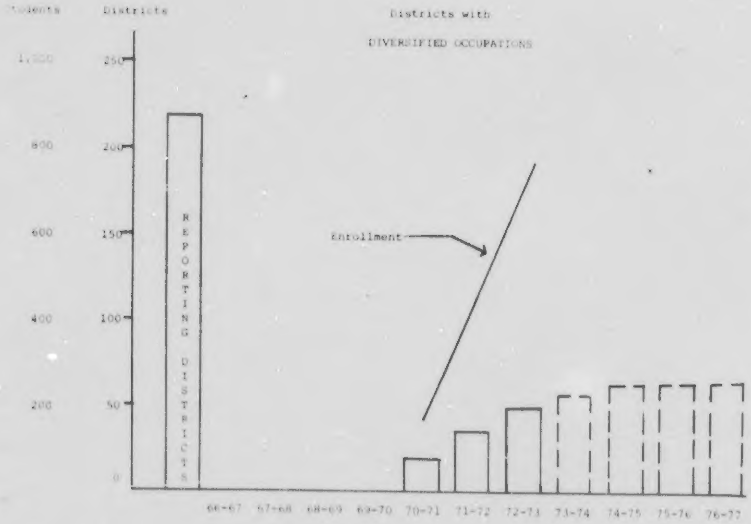
Note: Includes P.E. preparatory.



DISTRICTS WITH DIVERSIFIED OCCUPATIONS

	Districts having or planning program	Enrollment in F.T.E.'s
1966-67		
1967-68		
1968-69		
1969-70		
1970-71	20	199
1971-72	37	459
1972-73	57	782
1973-74	58	
1974-75	64	
1975-76	66	
1976-77	67	

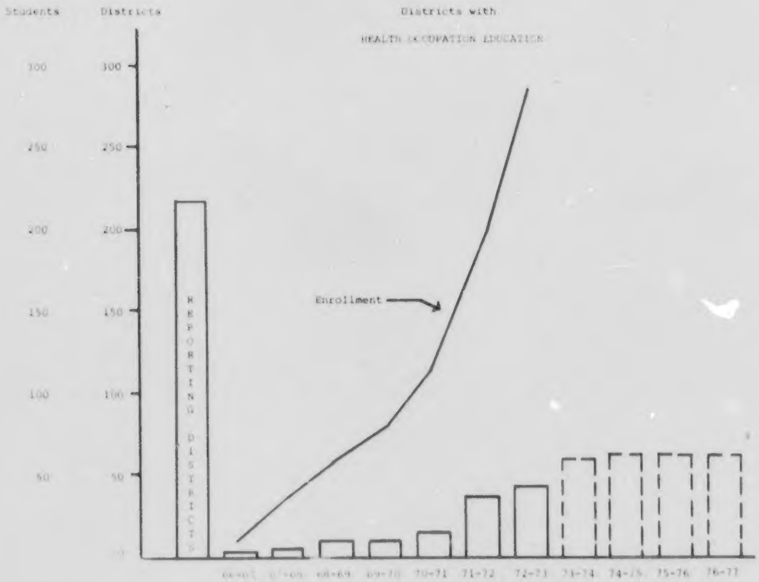
Note: Diversified occupations is a new program which commenced in 1970-71. It is cooperative (school-business) on-the-job training for careers for which there is insufficient student demand in a school district to warrant the initiation of and continued support for a program in a single vocational area of training.



DISTRICTS WITH HEALTH OCCUPATION EDUCATION

	Districts having or planning program	Enrollment in F.T.E.'s
1966-67	1	9
1967-68	3	35
1968-69	10	58
1969-70	10	79
1970-71	16	117
1971-72	37	192
1972-73	42	261
1973-74	61	....
1974-75	64	....
1975-76	64	....
1976-77	64	....

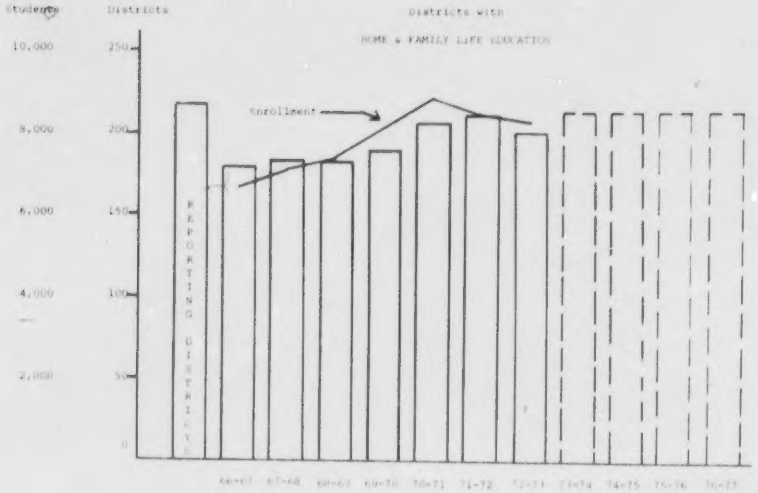
Note: Several programs serve more than one district.



DISTRICTS WITH HOME AND FAMILY LIFE EDUCATION

	Districts having or planning program	Enrollment in FTE's
1966-67	179	6,794
1967-68	182	7,148
1968-69	181	7,312
1969-70	190	8,139
1970-71	197	8,818
1971-72	202	8,516
1972-73	199	8,436
1973-74	207	
1974-75	208	
1975-76	208	
1976-77	208	

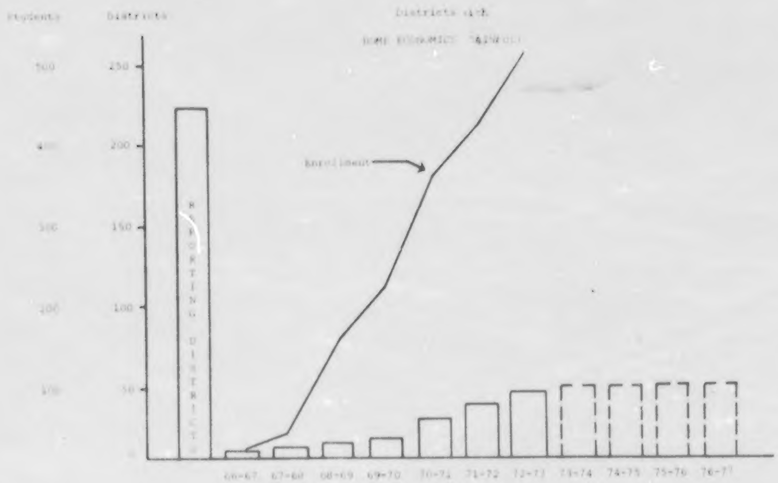
Note: Enrollment has increased from an average of 38 FTE's per district in 1966-67 to 42 in 1972-73. Effective 1971-2 State requirements for graduation regarding home and family life education were revised.



DISTRICTS WITH HOME ECONOMICS (GAINFUL)

	Districts having or planning program	Enrollment in FTE's
1966-67	1	8
1967-68	5	35
1968-69	9	142
1969-70	12	208
1970-71	25	351
1971-72	34	419
1972-73	39	511
1973-74	45	
1974-75	46	
1975-76	46	
1976-77	46	

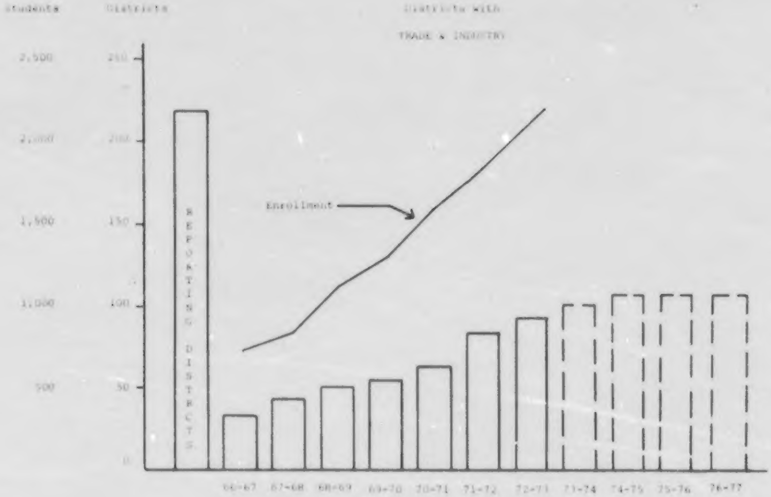
Note: Home economics (gainful) includes occupational preparation in areas of food production, management and service clothing production, management and service; teacher aid; care and guidance of children; institutional; and FEAST.



DISTRICTS WITH TRADE AND INDUSTRY

	Districts having or planning program	Enrollment in FTE's
1966-67	33	723
1967-68	42	834
1968-69	50	1,123
1969-70	56	1,303
1970-71	64	1,617
1971-72	83	1,834
1972-73	82	2,186
1973-74	103	
1974-75	106	
1975-76	106	
1976-77	106	

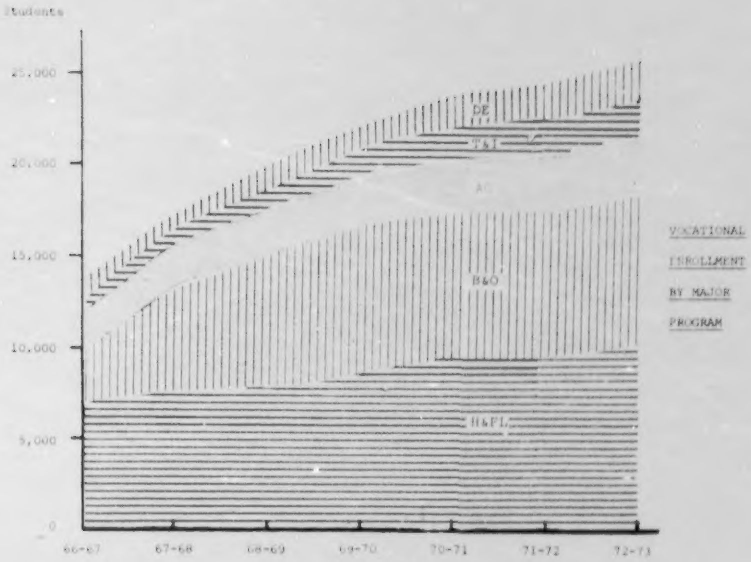
Note: Average FTE enrollment per district was 22 students in 1966-67 and 26 in 1972-73.



VOCATIONAL ENROLLMENT BY PROGRAM IN FTE's

	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Agriculture	1, 996	2, 162	2, 111	2, 401	2, 635	2, 742	3, 017
Business and office	2, 633	5, 740	7, 373	7, 979	7, 858	8, 075	8, 396
Distributive education	802	881	1, 336	1, 530	1, 530	1, 502	1, 575
Home and family life	6, 794	7, 148	7, 312	8, 139	8, 818	8, 516	8, 436
Trade and industry	723	834	1, 123	1, 303	1, 617	1, 864	2, 186
Diversified occupations:					199	459	782
Health	9	35	58	79	117	192	261
Home economics, gainful	8	35	142	208	351	419	511
Total	12, 965	16, 835	19, 455	21, 639	23, 125	23, 769	25, 164

Note: The largest enrollment is in home and family life and business and office. Yet vocational education is becoming more comprehensive by offering more programs and more diversity within programs.



CONCLUSION

Vocational education is changing because the world it operates in is changing. In the next 5 years, the major changes will be:

More vocational education through inter-district cooperation.

More Career Awareness to enable students to make intelligent decisions about career preparation.

More diversity in programs to give students greater selection for occupational training.

APPENDIX C

STATE OF WASHINGTON, SUPERINTENDENT OF PUBLIC INSTRUCTION, DIVISION OF VOCATIONAL-TECHNICAL AND ADULT EDUCATION SERVICES

	1971-72		1972-73		1973-74	
	Amount	Approximate percent	Amount	Percent	Amount	Percent
Total dollars spent in vocational education 9 to 12[1]	$25,332,013	100.0	$28,511,694	100.0	$30,667,181	100.0
Total local and State support 9 to 12[2]	23,159,032	91.4	25,679,363	90.0	27,436,453	89.4
Total Federal flow-through money spent in vocational education 9 to 12[3]	2,172,981	8.6	2,831,331	9.9	3,230,728	10.6
Total State weighted support[4]	8,686,270	34.2	9,216,396	32.3	10,219,350	33.3
Total State basic support[5]	7,238,534	28.5	7,680,204	26.9	8,516,125	27.7
Total local effort above basic and weighted support[6]	7,234,228	28.5	8,782,763	30.8	8,700,978	28.4

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[1] Based on DVE 70-5F which is an annual yearend report of all expenditures in vocational education from all funding sources.

[2] Actual dollars spent minus Federal flow-through funds.

[3] Actual allocation of Public Law 90-576 funds to local school districts.

[4] Actual vocational weighted support provided to districts through apportionment formula.

[5] FTE's based on 1,080 hr at $365, $378, and $386 for appropriate years.

[6] Balance remaining is local effort even though very small amounts have not been deducted for the minor weighting factors such as staff weighting, disadvantaged, small high school, et cetera.

Mr. **Meeds.** Could you just describe the administrative structure for vocational education for the State of Washington?

Mr. **Brennan.** At the present time, as a result of 1967 legislation that dealt with the subject of separating the community college system from the common school system and making it a separate system, the difficulty arose as to how to respond to the sole agency requirement of the Federal legislation. The compromise was struck during that legislative session. That created what is called the Coordinating Council for Occupational Education. That coordinating council is designated as the sole agency for the receipt of Federal funds and for the development of the State plan for vocational education, being the agency that meets the requirement of the Federal act.

Then, that coordinating council has that responsibility that I mentioned to you and is responsible for the Federal funding. Under contract or in terms of an interlocal agreement with each of these major educational agencies who need, obviously, to have as much involvement as they can, it creates a very difficult situation when you have a separate agency dealing within those respective agencies' authorities and communications processes and operational procedures.

We attempted to operate from 1967 to 1969 with no interlocal agreements of any kind. It did create so many problems that the 1969 session of our State legislature saw the introduction of corrective legislation. It did not pass and as a consequence of that discussion the interlocal agreements were drawn between the coordinating council and the respective educational agencies for the conduct and operation of their programs of vocational education. Therefore, at the present time, under the current interlocal, the respective educational agency is responsible for the supervision and conduct of their vocational programs that occur within their respective systems.

Our business with the interlocal even spells out the communication process whereby the communication related to the subject of vocational education flows from the local level to the respective State educational agency and then from that agency to the coordinating council, rather than having the coordinating council dealing with the local district program directly.

Through this plan, we are able to provide for a local district a single agency to deal with and yet meet the requirements of the Federal act in terms of their existence of a sole agency for the State.

Mr. **Meeds.** I notice on a flow chart of funding that going through the Coordinating Council for Occupational Education, of the approximately $54 million in State, local, and Federal funding, only 7.8 of Federal funds and 5.6 from State funds go through the coordinating council. That is less than a third of the money which is in any way controlled by the coordinating council. Is that approximately correct?

Mr. **Brennan.** Yes. The major portion of funding in the common school system, as I indicated to you, is 10 percent Federal funding. The State agency receives that approximate amount of money from the coordinating council. The State agency receives the rest of its State funding in the name of vocational education directly from the legislature to the superintendent of public instruction and the local resources indeed generated locally by local districts.

Mr. **Meeds.** The control of the balance is divided between, then, the programs at the local level and the superintendent of public instruction for K through 12 and through the community college, State board of community colleges and the local community colleges, the balance of that money, of the total 54.1, 7.8 percent of it and 5.6 go through the coordinating council, about a third?

Mr. **Brennan.** Yes.

Mr. **Meeds.** That is Federal and State, they go through the State coordinating council.

I have a flow chart that shows $7.5 million for vocational education from local funding; $38.8 million from State funding; and $7.8 million from Federal funding. The flow chart shows $5.6 million going from State funding into the Coordinating Council and all $7.8 million from Federal funding going through the coordinating council, which would be a total of about $15 million, less than a third of the total. The remainder of the funding goes through the superintendent of public instruction, K through 12 programs, and through the State board of community colleges.

Mr. **Brennan.** I am aware of no mechanism that applies for local funding to flow through the coordinating council.

Mr. **Meeds.** No, it doesn't show that.

Mr. **Quie.** If you would yield——

Mr. **Meeds.** Yes.

Mr. **Quie.** It is interesting. From the State money going to the superintendent of public instruction and the State board of community colleges, those two figures add up to $3.8 million. I don't know where they get the $5.6 million.

Mr. **Brennan.** I would be pleased to take a look at the chart and analyze it and return it to you.

Mr. **Meeds.** Maybe we can get the answer this way. Are you aware of any State funds that are going through the coordinating council?

Mr. **Brennan.** Not that go to the local districts. Some certain State money does go to the coordinating council for certain kinds of programs they conduct and operate. Certain State money is for support of matching Federal receipts, a very small amount, plus the coordinating council does offer a program of fire service training and that is basically State supported, so certain State moneys do accrue to the coordinating council. I am not aware of any money coming to the council over $5 million. I would question the accuracy of that.

Mr. **Meeds.** In the flow chart that we have, as Mr. Quie pointed out, the total of funds from State funding going into the superintendent of public instruction and the State board of community colleges directly equals the total funding. While there is a spigot showing $5.6 million going through the Coordinating Council for Occupational Education, it would be an additional $5.6 million that is shown on your chart.

How much effect do you feel Federal funding actually has in the State vocational program, either at the elementary-secondary level or at the postsecondary level?

Mr. **Brennan.** Don't get the impression that I am down grading the impact of Federal funding because I certainly would not ever do such a thing. The purposes for which moneys are appropriated, I think, has to do mainly with the impact that they have, obviously. In fact, the purposes for which Federal vocational education money and the intent for which it is provided to States and consequently to local districts is an eminently important kind of a purpose.

It is for purposes basically of promotional development of vocational education. Those are the hardest kinds of money to come by from either the State legislative process or the local district resource, so they are extremely important funding. It is the kind of seed money that generates and draws other money.

It is the kind of money that allows a local school district, for example, which has no one working in the area of vocational education, to secure some financial support to employ a person to perform the needed activities and work that promotes and develops and causes vocational education programs to grow.

That is one example of a need in a local school district. Probably the most difficult thing to achieve in a local school district is support for nonteaching personnel.

Mr. MEEDS. If your flow chart is at all accurate, it seems to me the impact of Federal funds has been totally isolated through your coordinating council. None of the other State funds, none of the other local funds, are flowing through the coordinating council, so you have isolated the Federal funds so that the impact on them, if any——

Mr. BRENNAN. That occurs through the vehicle of the State planning for vocational education. The State plan is a responsibility of that coordinating council. That coordinating council does develop the State plan. They develop it by giving major consideration to the input into that State plan from the respective systems, from the respective educational agencies that their systems represent, and then that coordinating council puts together that State plan. Then these respective agencies agree to abide by the requirements of that State plan in their interlocal agreement and arrangement. Therefore, the coordinating council, through the content of that State plan for vocational education, is, indeed, providing that unification of the vocational educational activity and providing that input and impact on all of the rest of the funding mechanisms.

Mr. MEEDS. So all funds expended for vocational education, from local, State, Federal levels, must be spent according to that State plan?

Mr. BRENNAN. That's right.

Mr. MEEDS. I notice also in looking at the flow chart that $7.8 million in Federal funding is going into the coordinating council for occupational education and $2.6 million is coming out of that spigot and into the State board for community colleges. This would be over the required 15 percent of the Federal act. Is that generally true?

Mr. BRENNAN. Yes.

Mr. MEEDS. Over 15 percent is being generally expended?

Mr. BRENNAN. Yes.

Mr. MEEDS. Is more than 10 percent being expended for the handicapped?

Mr. BRENNAN. I can't respond for the community college system. We are living with the callouts in the common school system. We have had some input, incidentally, from my discussion with local people and some suggestion has been made that maybe within those callout figures in the Federal act, maybe ranges might be a little more appropriate than specific numerical callouts, dealing with the concept maybe there will be some areas where certain percentages ought to be a little higher or a little lower.

Mr. **Meeds.** Maybe someone testifying today can tell us if 10 percent or more of the Federal funds are being expended for the handicapped.

Mr. **Brennan.** Yes.

Mr. **Meeds.** You said you had some problems with the term "disadvantaged." I think we all do. Can you tell us, Bruce, how the decision is made initially and then how it is carried out as to how "handicapped" is defined and how those programs are executed? Is there a target rule, are there individual students, what happens?

Mr. **Brennan.** We use the Federal definition of "disadvantaged," of course, and we have had much difficulty in applying that definition in certain settings in the field of vocational education.

Let me give you an example of one institution which read the Federal definition of "disadvantaged" and said: "Every student in our school is disadvantaged if you want to apply a literal application of that definition." It did not contain such things as need criteria. It did not contain such things as income criteria or revisions of any kind. It simply indicates, in terms of definitional content, that it is an individual who needs assistance to pursue and achieve satisfactory progress within the regular vocational program.

That local administrator's extension of the meaning of that term was that it would apply to everybody; everybody needs some special assistance in order to succeed in a regular vocational educational program.

Mr. **Meeds.** How can we as Federal legislators determine if 15 percent of the Federal funds being expended in the State of Washington are actually being expended for "disadvantaged"?

Mr. **Brennan.** We have participated in a GAO audit about which we are anxiously awaiting the results, incidentally. That audit was conducted last fall throughout the entire system and it was a rather extensive investigation of that precise question and we are even at this point continuing to ask, when are we going to hear something from the results of that.

We have attempted to extend the definitions of "disadvantaged" as we have received them from the Federal level and extend them to the local level. They must define the individual meeting that definitional requirement, and all of the money expended, the 15 percent in that disadvantaged category, is expended through the common school system on a special project base. The local system must submit a proposal to us. They must identify the kind of service they will render and they must identify the kind of population they are going to serve. They must expend that money, then, according to the project that we have approved. Our office does review and approve those projects prior to that funding.

Mr. **Meeds.** How do you feel, speaking for the State superintendent, about the earmarking, the requirement of the 15 percent set-aside, if it is a properly determined set-aside, the requirement that 15 percent be expended for postsecondary vocational education, that 15 percent be expended for disadvantaged, and that 10 percent be expended for handicapped?

Mr. BRENNAN. We are supportive of the earmarkings as they relate to disadvantaged and the handicapped, with the one kind of a theoretical reservation maybe that says it might be better to deal with some of those in terms of ranges rather than specific numbers. The specific 15 percent might not be as appropriate in one State as it might be in another State. We would like to think a little bit of flexibility in there might be appropriate.

We have had a little bit of difficulty with the terminology as it relates to secondary and postsecondary.

Mr. MEEDS. That was to be my next question. In most of the hearings we have conducted thus far, we have found that the greatest increases—certainly on a percentage basis, in vocational education participation—are taking place at the secondary, postsecondary level.

We have had a number of requests for increasing the minimum—as Mr. Quie just reminds me, it is not the ceiling, it is the floor, a minimum—of increasing the minimum of the 15-percent set-aside for postsecondary education. I think considerably more than that is being expended in the State of Washington for postsecondary education.

What would you think on a national basis of increasing that percentage?

Mr. BRENNAN. My immediate reaction would be to be comfortable with where we are now and respond by making reference also to this AVA draft which does refer to this business of terminologies as they relate to postsecondary and secondary and that kind of thing. They are recommending vocational education abandon the enrollment procedures that relate to postsecondary and adult. Rather than to continue to deal with those callouts, deal more appropriately with enrollment statistics as they relate to preparatory and supplemental types of programs. That would be a much more meaningful kind of a statistic.

It is very difficult for many of us to conceptualize between a secondary and postsecondary welding training program. You are teaching a man to become a welder.

Mr. MEEDS. It depends on where it takes place rather than what kind of program it is.

Mr. BRENNAN. Yes, that's right.

Mr. MEEDS. Thank you, Bruce.

The gentleman from Minnesota.

Mr. QUIE. Thank you, Mr. Chairman.

I would like to go back again to that sole agency you are speaking of here. In the definition it indicates that the State board means the State board designated or created by State law as the sole State agency responsible for the administration of vocational education, or for the supervision of the administration or local education in the State. I don't see that the State board, being the coordinating council for vocational education, actually is responsible for administration of vocational education or supervision.

I recognize in the State plan it says that any State desiring to see the money designates the State board as sole agency for the administration of the State plan or for the supervision. It seems to me that is where you found your out. If we had put the word "and" in there you would have had trouble with the coordinating council.

Still, if you go back to the definition of the State board, it seems to me you are still in trouble with the coordinating council. The coordinating council actually prepares the State plan. Do they administer it? The superintendent of public instruction handles the administration of it and the State board of community colleges is on the other side.

Mr. Brennan. It is by virtue of an interlocal agreement and this arrangement has been cleared with the attorney general in the State of Washington and also with the U.S. Office of Education and deemed to be in compliance with the Federal requirements.

Mr. Quie. Is that because the superintendent of public instruction and the State board of community colleges are a part of the coordinating council?

Mr. Brennan. I would assume that must have been part of the consideration. I was not a party to the determination that allowed this to be in compliance.

Mr. Quie. Looking at the flow chart, it seems to me that a tremendous amount of money stops at the coordinating council. If all the coordinating council does is development of the plan, what is all of that money spent for?

Mr. Brennan. I would defer on that question to Art Binnie. He will be here this afternoon. He is the director and the staff man for the coordinating council.

There are certain services that have been provided to the school districts in the past by the coordinating council. I indicated to you, we have recently negotiated the interlocal arrangements whereby that program development staff that was formerly housed with the coordinating council has been set over to work with the common school system in the State superintendent's agency.

Therefore, our intent and purpose was to have all of those individuals who work with the coordinating council but had to have contact with the local school district, they more appropriately would reside with the major educational agency rather than the third agency, namely, the coordinating council.

The coordinating council does have staff, and I can respond in a general way, but I would prefer you get the detail from the coordinating council's own director.

They do a number of things in addition to the plan of development. They enter into contractual arrangements with 4-year institutions in providing teacher education activities. They do a certain amount of planning in terms of vocational education, forecasting, development of market analysis and needs, and some evaluative work in the kinds of things that are going on in local districts, plus they have had up to this point a larger involvement with MDTA and some with CETA. As I indicated to you they operate a curriculum materials laboratory. They have the fire service training activities. There are a considerable number of services rendered and performed by the coordinating council.

Mr. Quie. It would be good to get that information. From the flow chart $54.1 million goes in from Federal, State, and local sources.

When it finally gets down to the local school districts, the voc-tech schools, and the community college districts, it is $43.7 million. We have $10.5 million that stayed back there someplace and I would like to know where it was spent.

Mr. Brennan. There has been a continuing concern about that voiced from the local level, obviously, and my 20 years in the local level biases me that way, obviously. Our agency is committed to as great a level of flow-through as we can possibly develop and maintain. Our intent and purpose is to do that precisely whenever possible.

Mr. Quie. I gather about 20 percent of the total money stops before it gets down to the local school districts, but looking at it, it seems that a little more than 30 percent of the Federal money is stopped before it gets to the local level.

Mr. Brennan. If you refer to just Federal money this year, out of approximately $8 million in Federal money coming to the coordinating council, about $2.8 of that will stop at the coordinating council level and the remainder will be split between the two agencies. We will get somewhere over $3 million in the common school system this year in terms of flow-through money and the community college will get an approximate like amount.

Our split between the college and common school systems is 49–51, with the common school system on the 51 end of that figure.

Mr. Quie. Do you put the vocational-technical schools over in the 9 through 12 level or in both secondary and postsecondary?

Mr. Brennan. There are both. They are what we call nongraded institutions for lack of a more descriptive term. We have problems with federals when it comes to reporting requirements. They come out and say, "You can't be both. You have to be one or the other." They base most of their rationale for that requirement being thrust on us on some of the callouts that are in the Federal legislation, in regard to postsecondary and secondary identities.

I think that is one of the reasons you will find us so supportive of the kinds of suggestions that are being made here by Lowell Burkett and the American Vocational Association as it relates to the reporting process. Those indeed are combination kinds of institutions. They serve both secondary and postsecondary students without distinction as to who is which, if that is the way to say it.

Mr. Quie. Do you put a percentage on the total that flows down through to secondary as opposed to postsecondary?

Mr. Brennan. It is about 50–50.

Mr. Quie. In terms of Federal money.

Mr. Brennan. About 50–50.

Mr. Quie. Are you saying in the 50–50, that you have made an estimate of the voc-tech schools? Or have you put the voc-tech schools entirely in the secondary?

Mr. Brennan. They are within the secondary 50 percent. The voc-tech schools are about 26 percent.

Mr. Quie. Of the voc-tech schools themselves, have you divided them 50–50?

Mr. Brennan. No; they are a part of the secondary.

Mr. Quie. They are part of the secondary? Even though they are providing training for postsecondary, you count them in there?

Mr. **Brennan**. Yes, in our State they are administered under the State superintendent of public instruction. One of the basic reasons for that, of course, is the constitutional requirement that our State has, in fact, our State and your State's constitution reads identically in the sections dealing with education; they are stated to be part of the superintendent's constitutional authority in this State.

Mr. **Quie**. Do the community colleges have identical programs to that of voc-tech schools?

Mr. **Brennan**. They will be running programs of vocational education that will also be meeting the requirements of the State plan for vocational education.

Mr. **Quie**. Are they identical? Can you go tc the community colleges and get the identical programs that you can in a voc-tech school?

Mr. **Brennan**. Not necessarily operated in exactly the same way. There will be some differences in the process and the instructional delivery system itself that will be found to be different in the voc-tech institution as compared with a community college or high school, for that matter.

Mr. **Quie**. Does everyone who attends the vocational training program at the community college also have requirements for academic courses?

Mr. **Brennan**. I don't believe so.

Mr. **Quie**. So you can go to the community college and take no academic courses?

Mr. **Brennan**. Yes, that is my understanding.

Mr. **Quie**. Can a secondary student go to a voc-tech school and dropout of the academic courses in the secondary school?

Mr. **Brennan**. It is possible, if it is deemed to be an appropriate kind of program for that individual student, and that would not occur without substantial counseling contact between that vocational-technical school and the high school from which this individual was a recent departer.

This is another one of the reasons why we are so strong on maintaining those institutions as integral parts of the common school system, so they begin to relate integrally that way.

Mr. **Quie**. Do you have any information on the percentage of students in vocational-technical schools that are taking some academic courses in high school, and the percentage that are not?

Mr. **Brennan**. Yes. In slicing through the enrollment in the vocational-technical institutes, at any given time, you will find about 18 percent of the student population in one of those institutions will be an individual who is a concurrent high school enrollee. He is spending half a day in that technical school and a half day in his home high school, any one of a number of high schools that are within commuting distance of the institution.

You will find close to a like number, about 18 or 19 percent of that enrollment in that institution will be individuals who do not possess a high school diploma and who do not currently have a connection with a high school in terms of concurrent enrollment.

You will find about 55 percent of the student population in institutions of that kind are people who have, indeed, completed high school and you will find 8 or 9 percent of them are people who have had part of a college or university experience. Many people are degree holders who are in the process of a retraining program of one kind or another.

Mr. Quie. How many voc-tech schools do you have in the State?

Mr. Brennan. Five. Technically we have six; one is operated under the college system, and five are operated under the common school system.

Mr. Quie. When you say the common school system, does that mean the community colleges?

Mr. Brennan. No.

Mr. Quie. How many community colleges are providing vocational-technical training similar to the voc-tech schools?

Mr. Brennan. I assume all of them.

Mr. Quie. All of the rest of them?

Mr. Brennan. All of the community colleges operate with some degree or amount of vocational education.

Mr. Quie. The kind where they can get Federal support?

Mr. Brennan. Yes.

Mr. Quie. You say all the rest. How many are there?

Mr. Brennan. Twenty-six.

Mr. Quie. Besides that, how many other institutions of higher education or postsecondary institutions receive any type of assistance?

Mr. Brennan. The principal movement of Federal vocational money to 4-year institutions is in the area of teacher education, the support of teachers who are preparing teachers for the fields of distributive education.

Mr. Quie. So none of the basic funds go to the other institutions?

Mr. Brennan. Except some of the research moneys and exemplary money will occasionally flow into those institutions.

Mr. Quie. How many students would there be in voc-tech schools and how many students in the community colleges taking vocational educational courses?

Mr. Brennan. Constructed into FTE's—this is where you lose your comparability, of course—doing body counts is one thing and in terms of body counts in the voc-tech schools at the present time you have around 45,000 bodies. I can't recite the college system. Our agency has no formal contact in terms of statistical information that deals with the college systems.

Mr. Quie. Going through some of the appendixes here, I noted that there was a much greater increase in male enrollment in vocational education than female.

Mr. Brennan. We are busy talking about title IX now with local school district personnel. We recently had an experience where some information that was presented to a student in a high school indicated that the auto mechanics class was for the enrollment of boys. We had to change that. But there has been that traditional pattern, I'm sure.

Mr. Quie. I don't know if you will have any trouble with that line because from the figures I see there are more females receiving vocational education than there are males.

Mr. Brennan. There is a heavy involvement with home and family life in the public school system.

Mr. QUIE. In looking at the various vocational educational programs, a portion of women are involved in home and family life programs, but the biggest increase for the males was in home and family life.

Mr. BRENNAN. We are going to get some male home and family life teachers, too, one of these days.

Mr. QUIE. I notice in 1966–67 in trades and industry, you had 2,300 and that is raised now to 4,300. In home and family life, it was 2,100 and that has jumped to 11,800. How do you account for the great surge in home and family life among the male students?

Mr. BRENNAN. Special effort.

Mr. QUIE. You must have some special program here.

Ms. NANCY JOHNSON. An enlightened school administrator.

Mr. BRENNAN. The efforts of Nancy in enlightening the school administration. [Laughter.]

Mr. MEEDS. Would the gentleman yield at that point?

Mr. QUIE. Yes.

Mr. MEEDS. I would like to ask you a question at that point because it bears exactly on what he is saying. I notice also in appendix A that the growth in vocational education at the secondary level has been approximately from one-third of the students to one-half, which is a very commendable growth, but, in breaking that down, I noticed some of the same things the gentleman from Minnesota has noticed, that the greatest increases have taken place in home and family life and in agricultural vocational education.

This may be the kind of pattern we want in the State of Washington, but I am sure the gentleman from Minnesota recalls with me that one of the efforts we had in the 1968 amendments was to try to place some impetus in areas other than home and family life and agricultural vocational education.

What I would like you to do, Bruce, is respond to the following questions:

Why has the biggest percentage increase occurred in those areas over the 1966 period? Please just do it in writing because it is, I know, very complicated.

If there is no objection, we will insert the answer in the record at this point.

[The document referred to follows:]

SUPERINTENDENT OF PUBLIC INSTRUCTION,
Olympia, Wash., October 7, 1974.

Hon. LLOYD MEEDS,
House of Representatives,
Washington, D.C.

DEAR REPRESENTATIVE MEEDS: During the recent hearing conducted by the General Subcommittee on Education in Seattle on August 28, you asked us to provide additional information on secondary vocational enrollment trends in the State of Washington. It is our understanding that this information is to be included in the text of testimony presented at your hearing in Seattle.

Since gross numbers do not always show direction, we have translated the figures in the materials presented during your hearing into percentage increases. The following figures represent changes between 1969–70 (the first year of the implementation of the Vocational Amendments of 1968) and 1973–74. We believe that these figures better represent the intended thrust of the legislation.

Area:	*Percentage increase*
Health occupations	253.16
Home economics related occupations	199.03
Trades and industrial	79.43
Agriculture	42.39
Distributive education	8.56
Business and office	6.62
Home and family life	5.86

A further analysis of the enrollment in the Agriculture program shows increased enrollments related to the Agri-business and Horticulture components of Agriculture (Agricultural Mechanics, Ornamental Horticulture, Landscaping, Forestry, etc.). Another development in this area is the inclusion of over 3,000 young women during the 1973–74 school year who chose to pursue studies in Agriculture as compared to the 1969–70 enrollment of 468 young women.

Thank you for your continued interest and support in vocational education.

Sincerely yours,

BRUCE BRENNAN, *Assistant Superintendent.*

Mr. BRENNAN. I might indicate to you that our effort in the area of skill center development, as I mentioned earlier, is precisely directed at the kind of problem you are relating to. We feel also that, as an example, when we get to the development of vocational educational programs that fall in the T. & I. field, they are expensive programs; it is difficult to develop; it is difficult to work and develop job market needs, as an example, and recognize how a single district can mount a program of that kind.

This is why the superintendent has designated as one of the single highest priorities of the agency the area of development of skill centers in which we will be requiring the other kinds of vocational educational programing to be developed, rather than the kinds that you see such a substantial increase in there.

Partially, another reason for the major growth in home and family life statistically has to do with the movement of several large school districts of our State from "nonapproved" to "approved" home and family life programs that meets the standards of the State plan for vocational education. We have had substantial movement of several large, major districts in the State from "nonapproved status" to "approved status," which would tend to show some inflation in that figure.

Mr. QUIE. In 1963 we had a great deal of objection to removing the earmark. Vocational agriculture thought that it would lose out if it didn't have the security of the earmark and so did home economics. We dropped the earmark in 1968 for agriculture and, rather than losing out, it grew in numbers in the State of Washington. We retained an earmark for home and family life in the legislation, but earmarking didn't just hold it where it was before. It also grew. Do you think we can now drop the earmarking for home and family life and let them compete with the rest of vocational education?

Mr. BRENNAN. We would like to see and we do support the recommendations that are contained here, that home and family life education be included in the definition for vocational education as is recommended by the AVA draft.

We are concerned that the only earmarking we have now on home and family is to part F activity. If we really had our "druthers", we would see home and family life restored categorically the way it was prior to the 1968 change. But, without that as a "druthers," we are supportive of the inclusion of vocational, home ec, and home and family life within the regular definition of vocational education as suggested in this draft.

Mr. QUIE. Am I hearing you say that you not only want homemaking to be in a category by itself, but that you also want homemaking or home economics leading to gainful employment in a separate category?

Mr. BRENNAN. Yes. That is acceptable.

Mr. QUIE. Why do they need a separate category? Why can't they compete? If you convinced the men to take part in it, why do you need protection?

Ms. JOHNSON. I don't think a separate category for the wage-earning aspects is necessary. The definition in the AVA draft, some of us are somewhat concerned about the fact that the occupational training is spelled out in that because training food service workers you are training for an occupation and it doesn't matter which service area does the training.

I think there are concerns for the earmarking and the calling out for the family life aspects. I think we could compete, because we were there from 1917, but in the new 1968 amendments the definition of vocational education did not include the work of the home.

Mr. QUIE. That is correct.

Ms. JOHNSON. So that is why we want to make certain, if there is not a special earmarked category for consumer homemaking, that it is included in the definition of vocational education which would allow us to be an integral part.

Mr. MEEDS. Would you identify yourself for the record, Nancy?

Ms. JOHNSON. I am Nancy Johnson. I work in the office of the State Superintendent of Public Instruction.

Mr. QUIE. Nancy, did I hear you say that if we could change the definition so it would not be limited to training for gainful employment, but also include the homemaking, then you would be willing to have the earmark dropped?

Ms. JOHNSON. I think we could live with that because we have established the need for this type of education. A lady behind me indicated in response to your question of why the men are interested in home and family life. I think there are two specific reasons: We have become more involved in child development laboratories and the recognition that young men are also fathers, and then the other thing has to do with the requirement for high school graduation for girls to take home economics until about 3 years ago. That was dropped by the State Board of Education and now there is room for the boys in the programs.

Mr. QUIE. Let me ask you a couple of other questions here.

Would you find it acceptable to put the handicapped set-aside and the disadvantaged set-aside together? For example, instead of 15 percent for the disadvantaged and 10 percent for the handicapped, 25 percent for both?

Mr. BRENNAN. It would certainly provide some additional flexibility at the State level in adjusting figures within ranges, that would be a step in that direction.

Mr. QUIE. We are going to have testimony later from the Washington Association for Retarded Children. Are you going to remain so we could ask a question after that testimony?

Mr. BRENNAN. I certainly intend to.

Mr. QUIE. For a last question, if you had your "druthers," what percentage of the secondary school students would you like to see taking some kind of vocational training?

Mr. BRENNAN. That answer, I guess, has to do with all those to whom it is an appropriate kind of educational experience. It is difficult to attach a percentage to the total student population. A lot of people deal with the 85–15 kinds of situation. They say automatically because of the fact that 85 percent of the workforce does not hold a requirement for a baccalaureate degree that automatically makes it appropriate for 85 percent of the student population in any given school to have a vocational educational experience.

I am not sure I am ready to go that high, but I am ready to go higher than we are now.

Mr. QUIE. Right now you are at 48.4 percent?

Mr. BRENNAN. We are not even halfway, but we are hopefully on our way.

Mr. QUIE. Would there be anything wrong if everybody learned some kind of vocational skill before they left secondary school?

Mr. BRENNAN. So long as in the process of developing that kind of opportunity we didn't tend to get in the way of having opportunity of that kind available for people who really had to have it for bread and butter reasons. It would seem to me, in that kind of setting, if you had 100 percent of the people involved in a vocational educational program, you may very well have some people in some programs developing and learning skills for which they are not going to make immediate application. I would be concerned to that extent.

Mr. QUIE. Is that bad?

Mr. BRENNAN. Not so long as we can afford it. But I don't want that to occur at the expense of having somebody being denied, somebody who really had to have it.

Mr. QUIE. Thank you, Mr. Chairman.

Mr. MEEDS. The gentleman from California.

Mr. HAWKINS. Mr. Brennan, to return to the clarification of the Coordinating Council, is this a concept developed, as I understand, in Washington merely to meet the requirement of the Federal law or was it done for other reasons?

Mr. BRENNAN. I would offer a personal opinion, Mr. Hawkins: That the basic reason for the development of that was a compromise in the process of attempting to establish two systems that were both going to deal with vocational education programing, and an attempt to meet the Federal requirement.

That coordinating unit does, indeed, have a purpose for its existence beyond simply the meeting of the Federal requirement for the receipt of Federal money because there is a need to coordinate the needs of these two respective agencies as they deal with vocational education services.

Our State legislature is particularly concerned about how unnecessary program duplications can be avoided through this council.

Mr. HAWKINS. Is this dealt with in the American Vocational Association draft and, if so, how does the definition or the requirement in that particular draft differ from what is now being done?

Mr. BRENNAN. The Vocational Education Association draft, as it deals with the subject of sole agencies, makes mention of the opportunity for the State board to contract with other agencies—I'm not certain I can lay my hand on the precise language—but it does make provision for that State board, the sole agency itself, to farm out, so to speak, the actual operational responsibility for an actual program.

Mr. HAWKINS. Would you recommend the draft language be incorporated in the Federal law?

Mr. BRENNAN. Yes. We were judged to be, this State, on the subject of the State administrative structure, as a result of a study of the U.S. Office of Education, unique among the 50 States.

Mr. HAWKINS. Uniquely good or uniquely bad?

Mr. BRENNAN. That would be a personal comment.

Mr. HAWKINS. Mr. Brennan, does the coordinating council decide how much of the Federal funding goes to your State department for the high schools and how much goes to the community colleges?

Mr. BRENNAN. Yes; that is a three-way negotiation process between the three agencies, but the ultimate decision rests with that coordinating council.

Mr. HAWKINS. Does it make that decision every year?

Mr. BRENNAN. Yes.

Mr. HAWKINS. Is there any basis on which that decision is made?

Mr. BRENNAN. Yes. We do make within various categories annual adjustments and readjustments. This last year, as an example, when we received some additional money as a result of impoundment release funding, we didn't make the traditional exact alinement of percentage cuts of that money because there were certain kinds of activities within the college system where they identified some priorities that were more critical. The common school system was really hurting, for example, for work-study money, and the community college system was hurting for some home and family life funding. We were able to strike within that negotiation process some alteration within that 50–50 division. That is total, now, not by category.

Mr. HAWKINS. Is it consistently kept at approximately the 50–50 percent distribution?

Mr. BRENNAN. Yes; that has been relatively consistent at that level. Your State does it on a pure State 50–50 percent.

Mr. QUIE. You are talking about Federal money?

Mr. BRENNAN. Yes.

Mr. QUIE. Not State money?

Mr. BRENNAN. Right.

Mr. QUIE. As I read the law, I don't know how you do that.

Mr. BRENNAN. Whatever we are doing, we are making it work within the structure we have at the present time. Many people, of course, have some differing kinds of reservations about the structure.

Mr. HAWKINS. You repeated today what all of us in Congress have been pressured with, that is, that separate legislative authority should be maintained for vocational education. Just what is your justification for that? We don't always get the justification, we don't always get the rationale as to why this is necessary.

Mr. BRENNAN. I am nearly convinced that had it not been for the foresight of Congress in 1917 in the establishment of Federal legislation setting aside money for the specific purpose of vocational education, I am not convinced at this point in time that we would have any meaningful vocational education yet within the educational structure and system in our country.

I am convinced in my own mind that the foresight of the Congress at that time had really looked at the entire system of education and viewed what had transpired over its history up until that time and simply said that unless we do something specific of this kind, the business of vocational education is simply not going to occur to the extent and to the quality and the variety that must occur within the educational process. That is, in part, a personal reaction; the traditional approach of the educational system has not always been strongly in the direction of vocational education.

Mr. Hawkins. So, briefly, we get the other argument that Federal mandates should not be made and that local education people know best and will make the correct decision. Your suggestion is somewhat different from that particular position and that is the reason I asked the question.

Mr. Brennan. I think it is incumbent upon our Federal Congress to call out some specific priorities from time to time. We feel very appropriately that vocational education is one of those callouts that is necessary.

Mr. Hawkins. Also in your statement you made reference to the actions of Congress and MDTA and CETA as creating certain problems of coordination. Would you clarify that and amplify on that particular statement, as to what problems you are experiencing now in CETA, for example, as to the lack of coordination.

Mr. Brennan. There exists now within the CETA arrangement through local prime sponsors the opportunity for those local prime sponsors to potentially duplicate programs that are essentially directed to the same objectives that vocational education systems in communities are directed.

Mr. Hawkins. In other words, some duplication could result as a result of the Comprehensive Employment Training Act?

Mr. Brennan. Yes; it could duplicate the programs already in existence.

Mr. Hawkins. Do you see any way those differences can be resolved by administrative regulation or by negotiation?

Mr. Brennan. We are presently meeting now in this State with a task force designated for the purpose of exploring where we can go with coordination and coordinative entities of these various kinds of programs. That task force is representative of the college system and the common school system and a number of other agencies, including the coordinating council and the Governor's manpower element.

Our State, incidentally, was the subject of special Federal funding for this task force because of the need for a better mechanism for coordination that is so widely recognized and at the Federal level many people thought that Washington might have a better chance to come up with a solution of that problem than would some other places, although we have not reached it yet.

Mr. Hawkins. One other question. You made reference to interdistrict cooperative skill centers. Do I understand that these skill centers are operated by several districts at the secondary level and that they provide certain training skills? Would you simply amplify on those somewhat? It seems to be a very desirable trend and I think there should be more in the record to support what you are doing in those particular skill centers.

Mr. Brennan. The development of secondary skill centers is a response on the part of our agency and, hopefully, will be a response eventually on the part of local school districts and groupings of local school districts to the need to provide specialized, relatively expensive vocational education programs in the setting where no single small school district has either the resource or student population or demand or industrial need to be able to mount those kinds of programs.

For the most part, we are going to find those programs will be in the trade and industrial areas. They will be programs that will be closely related to those kinds of employment needs that will be identified. There has been concern on our part for many, many years that we really haven't done the kind of job in vocational education nor made opportunities available in relatively small school districts. This has been a really difficult problem to address. Our State board has continued to request of us a more responsive kind of activity in vocational education for small school districts, relatively small school districts.

Mr. Hawkins. These skill centers, I understand, are designed for the small districts who need to cooperate in the development of these programs and not for the special kind of student in the largest districts?

Mr. Brennan. Exactly.

Mr. Hawkins. Thank you.

Mr. Meeds. Thank you, Bruce, for an excellent presentation and an obvious good overall knowledge of what is happening in vocational education in the State of Washington.

Mr. Meeds. We have taken longer than usual with the first witness. This lays the groundwork for the following witnesses.

Our next witness is Ms. Kathleen Barnett of the Washington Association for Retarded Children.

Ms. Barnett, we are delighted to have you before the committee. If you have a prepared statement, we would be delighted to make it a part of the record. You may summarize or you may read it into the record, if you wish.

STATEMENT OF KATHLEEN BARNETT, CHAIRMAN, WASHINGTON ASSOCIATION FOR RETARDED CHILDREN; ACCOMPANIED BY LUCILLE N. MAY, CARL O. JACOBSEN, AND PERRY L. LILJESTRAND

Ms. Barnett. I am Kathleen Barnett, governmental affairs chairman for the Washington Association for Retarded Citizens.

I would like to preface my remarks by saying that the Washington Association for Retarded Citizens has recently been looking into the 10-percent handicapped set-aside vocational education funding for handicapped students. Because I am a volunteer for the association, keeping up with many areas of governmental affairs, if the committee has any further questions about what I am going to say, I would refer you to Lucille May, the staff assistant for our voc-rehab committee, or Perry Liljestrand, the executive director of our association, or Carl

Jacobsen, a member of the committee, who are here with me today.

Mr. MEEDS. Would those people like to come forward.

Ms. BARNETT. If you are interested in any substantiating material to my remarks, those people would be happy to meet with your staff.

Often employers expect the handicapped to be twice as productive, twice as a conscientious and twice as problem free as their "normal" workers. If the handicapped are to have a chance on the competitive job market, they must be properly trained. The Vocational Education Act provides a way for the handicapped to receive the vocational training that they need for successful employment.

In order to be classified as handicapped, an individual should (1) meet the criteria for classification as handicapped by the State educational agency; (2) be diagnosed and classified by qualified professional persons; and (3) be unable, because of his handicapping condition, to succeed in vocational programs designed for persons without such handicaps.

Using the above criteria for determining if a person is handicapped necessarily means that a school would have to identify individuals, not groups. The school would need to have some evidence that this individual could not succeed in a regular program.

To the maximum extent possible, persons identified as handicapped should be integrated into the regular vocational education program. Services needed to help a person succeed in these normal programs may be provided by Federal vocational education funds or by other cooperative agencies or organizations.

This evaluation of a student's ability to be placed into a regular vocational program, either with or without special assistance, should mean that extensive information is available on the numbers and types of handicaps served by Federal vocational education funds. This information is not avaialble, which only leads one to assume that the students are not being served as individuals, their abilities are not properly evaluated, and that efforts are not being made to work these handicapped persons into the regular vocational education programs. Why must recognition of a handicap by a school carry with it the implicit necessity for special programs when, in fact, perhaps all that is needed is special assistance.

Providing special programs for the handicapped should be a last resort, but it is recognized that sometimes this is necessary. Not every handicapped person, no matter how much special assistance is received, will be able to succeed in the regular vocational education program. But caution must be used in determining that a program is special. Only services over and above those provided in regular programs can be considered special services and may be paid for out of set-aside funds. The mere fact that a handicapped person is being served is not enough to warrant use of these funds; the service must be something which is in excess of the services provided nonhandicapped students.

In the establishing of needed special programs for the handicapped, there is much confusion on our part. It would seem that when a proposal is submitted for funding that the names and handicapping conditions should be detailed in the proposal. Especially since the special program is for those who could not fit into a regular program, these people surely must have been identified. But since data on the types or

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numbers of handicapped is not available, we must assume that the proposals are written in some vague manner. Are all Federal vocational education funds awarded only after receiving a firm outline of the program and the individuals to be served?

Apparently Federal vocational education funds are not primarily for the purpose of continuous funding programs, but instead for funding the special vocational needs of individuals. However, several community colleges in the State are contracting with sheltered workshops to provide continuous programs. It is possible for these sheltered workshops to contract directly with the State. Why has this not been encouraged?

According to a recent written response from the executive of the Washington Coordinating Council of Occupational Education, the interlocal cooperative agreement is not currently operative. If that is so, how were the priorities established without the risk of working in opposition to those established by others engaged in vocational training, such as vocational rehabilitation? This is especially noticeable when both agencies are contracting with one vendor, sheltered workshops.

The 10-percent set-aside Federal vocational educations funds were, in fiscal year 1974 in Washington, used by approximately 52 schools involving from $584,000 to $721,000, different answers received on different occasions from the same person in response to the same question. According to an informal survey, these funds are used for a variety of programs, some extremely good and definitely vocationally oriented, some not.

An informal telephone survey indicates that 45 percent of the total 10-percent set-aside for Federal vocational education funds are used for nonvocational training, per se. Thus, it appears as if, at most, only 55 percent of fiscal 1973 funds were used for direct prevocational or vocational training for handicapped persons.

The implicit attitude of some schools, in fact, the majority, seems to be that if a handicapped person is involved then the Federal vocational education funds can be used with apparent disregard to the last resort intent of the law. These vocational programs for the handicapped include such items as wheelchair ramps, music appreciation class, aquatics motivation, sex education, et cetera.

The major question that arises from this survey would have to be: Are Federal funds allocated for the purpose of vocational education for the handicapped actually being used for that purpose only?

Federal vocational education funds should not be used for any program which cannot be demonstrated to prepare students for employment, be necessary to prepare individuals for successful completion of such a program, or be of significant assistance to individuals enrolled in making an informed and meaningful occupational choice.

Moneys should be spent for specific vocational preparation. One would hope that local regular education moneys or excess cost funding would provide basic educational training for those handicapped individuals.

When a handicapped person needs vocational training to enable him to live a productive life, why should he be satisfied with less than precisely that?

Mr. Meeds. As I get the thrust of your testimony, it is that: one, while perhaps enough funds to reach the 10-percent level are actually being allocated under the heading "handicapped," part of that may be used for programs other than those defined as vocational education, to prepare a person for the field of work; and, two, that it is very difficult and almost nonexistent in this State to identify the individuals, so really you have some question as to whether the 10 percent may actually be achieved. Is that the major thrust of your testimony?

Ms. Barnett. Yes; and I guess No. 3 would be that the accounting system for how the funds are being used, the feedback from the State, what the guidelines and regulations should be to the State and to the local school district and from the school districts back to the State, I think that leaves something to be desired. I think all they have to do, as I understand it, is just report how many people they served.

Mr. Meeds. In view of the fact that you, I think very correctly, point out that handicapped persons should be as much as possible integrated into the regular program and that we have required a special set-aside which would be directed only to special programs for those people, we have a difficult situation. It is difficult for us to legislate to make certain that funds are spent specifically for handicapped people and, at the same time, to fulfill, I think, what we both agree with as the optimum to integrate those people as much as possible into the regular system.

How do you propose that we do this, on a pro rata share? In other words, if a handicapped person is being integrated into the regular educational program, then those specific handicaps would be taken into consideration and a pro rata share of the handicapped portion of the special funding be used?

Ms. Barnett. I am only knowledgeable as to how special ed is administered in this State. In the last 2 years it is really developing into a marvelous program. That is one of the reasons, because of the very good accounting system of identification, and, yes, the pro rata system is used when a handicapped child is probably only in a resource room or he only uses the time of a special teacher or speech therapist or whatever.

Mr. Meeds. So they are already doing that?

Ms. Barnett. In special education they are.

Mr. Meeds. But they are not doing it in vocational education?

Ms. Barnett. Vocational training is a different department in our State. I think we have a good pattern in our State on how to account for special ed students. I am certainly only a layman in this, but it seems to me we have the resources here to do it properly.

Mr. Meeds. Would any of the other people like to comment on that?

STATEMENT OF LUCILLE N. MAY, FIELD REPRESENTATIVE, WASHINGTON ASSOCIATION FOR RETARDED CHILDREN

Ms. May. My name is Lucille May. I am a field representative of the Washington Association for Retarded Children.

One of the things, in response to your question, is, as I understand the law and the intent of the law, if a student can be integrated into a regular program without needing special assistance, then funds for that program should come from the regular vocational funds or the regular school funds.

Mr. MEEDS. Yes, correct.

Mr. QUIE. Would you yield there?

The law specifies that it should be made available to those who require a modified vocational education program because a handicapped person cannot succeed in a regular program. It seems it would be within the law to do as was suggested, and provide assistance for them to stay within the regular program.

Ms. MAY. That is what I said. If they do require special assistance to remain in the special program, then handicapped set-side funds could be used to provide that special assistance .

I would say, in response to your question, Mr. Quie, if they can be integrated properly, without any special assistance, I don't think any of the handicapped 10-percent funds should be used merely because they are handicapped.

Mr. MEEDS. Are there any other comments?

Then one final question. Do you feel that 10 percent or more of Federal funds are actually being expended for handicapped in vocational educational programs in the State?

Ms. BARNETT. We have the numbers that we requested from the executive of the coordinating council, and it doesn't seem as though it is 10 percent.

Ms. MAY. The set-aside for handicapped vocational education is 10 percent of part B amount allocated. In 1973, that amount was $702,447. Further, I have information from him which details which schools got how much money, and the total for that is only $584,567. So there seems to be some discrepancy between the amount of 10 percent allocated and the amount of money expended.

Mr. QUIE. What is the total part B funds?

Ms. MAY. I don't have the total part B funds.

Mr. MEEDS. Do we have a total of part B funds in the State?

First of all, do we know that is 10 percent of part B?

Ms. MAY. Only because it says it is.

Mr. MEEDS. Second, do we know that some of that money is not being used for administration?

Ms. MAY. I don't have evidence to show it was not used, but I would question using $120,000 for administration.

Mr. MEEDS. Yes, sir.

STATEMENT OF CARL O. JACOBSEN, DIRECTOR OF VOCATIONAL PROGRAMS

Mr. JACOBSEN. I am Carl O. Jacobsen, director of vocational programs for the Source Foundation and recently resigned as a counsellor for Vocational Rehabilitation.

I want to make sure we have established something on the use or misuse of the 10 percent. I am more aware of it at the postschool level, the adult level, the community college level, the technical school level, than at the public school level.

I just wanted to establish that, aside from the questions of how much money is going to administration, there has been an out-and-out misuse of the funds along the lines of using moneys in one community college for what I understood to be overhead breezeways between buildings. This definitely does not benefit the handicapped person only; it benefits everybody on that campus.

When I confronted the college district president about such a thing, his response was, "We realize this is probably misuse, but no one else ever asked for the money to be used in a program." As far as I am concerned, the money is not being used in a program for the handicapped people but often applies to the whole campus population.

I can give other instances, and I have a comment to make along the lines of integration of the handicapped into the regular vocational programs. I am for the concept; I believe it is the European model. I don't think we can get away from this special label that goes on handicapped people when they have separate programs. But I am concerned when a couple of actually rather mildly handicapped people I have now in the restaurant training program, who have spent two terms, 2 years, in a technical training program of food service training at two different institutions, and are pretty much relegated to the pots and pans department, dishwashing, if you will, and, for instance, had never even learned to empty or clean a deep-fry bay, which is a pretty common function and an important function in a restaurant.

These are my concerns. That is all I have.

Mr. MEEDS. I am going to interrupt for just a moment.

Bruce, do you have that information?

Mr. BRENNAN. Mr. Chairman, we can give it to you later.

Mr. MEEDS. Does anyone know how much money, Federal funds, under part B came into the State of Washington? Here we go.

What was the total expenditure?

Ms. MAY. The amount allocated, the 10 percent part B allotment, was $702,747. The amount expended was $584,567.

Mr. MEEDS. So the allocated portion was equal to 10 percent of $6,827,023, but the expended would not equal that?

Ms. MAY. No.

Mr. MEEDS. The gentleman from Minnesota.

Mr. QUIE. First, I would like to compliment Ms. Barnett for the excellent statement. It again points out to me that it is an absolute necessity that we set aside money for the handicapped. I wish we would reach the day when that wasn't necessary, but I don't see it on the horizon.

It is hard for me to understand why that has to be the case. In Congress it is virtually certain that legislation for helping the handicapped is going through. I don't understand what happens to that locally. I am certain we need it.

Ms. BARNETT. If we have to compete for funds with everyone else, if we don't have any specific security, historically we are always shortended.

Mr. QUIE. You practically get left out.

You make an excellent point about making certain that individuals are served. When we passed vocational rehabilitation legislation in this Congress, we had that same concern and, therefore, required that an individualized plan be entered into with those who would provide the services. Do you think that would be applicable in the case of the set-aside for vocational education for the handicapped?

Ms. Barnett. It seems to be applicable in special ed. You have a contract for what they are going to teach a child and then you have the teacher account for whether they did it or not.

Mr. Quie. Is that under your State department?

Ms. Barnett. Yes, under our State requirement.

Mr. Quie. The State of Washington seems to me to be in the forefront in special education in the elementary and secondary schools.

Ms. Barnett. Yes; we did it without litigation, too.

Mr. Quie. That is another thing that intrigues me. Washington always seems to be in the forefront. In Minnesota in 1957 we wrote special education programs for the handicapped and we looked to Washington as the source of most of our information. Now we have the Federal Government interested in the State of Washington as to what they have in the way of vocational education.

Ms. Barnett. I think it just hasn't been developed. I think it is coming. The emphasis of vocational education for the handicapped is coming; it is the next step.

Mr. Quie. The next witness, I understand, is going to be the chairman of the Advisory Council on Vocational Education who has the responsibility of evaluating the Federal money. Have you taken this up with the advisory council?

Ms. May. No; we have only contacted the coordinating council at this point.

Mr. Quie. Why haven't you contacted the advisory council?

Ms. May. We have worked on it for a short period of time at this point.

Mr. Quie. When the State plan is submitted, the advisory council has to be consulted, so it seems to me that is an avenue you could pursue. The advisory council, I assume, under Washington law, is not owned by the State board of education. Is it only those on the State board of education that are elected that are owned?

Mr. Meeds. If the gentleman would yield, I think the advisory council may feel that way sometimes, but I think it is pretty independent as a group.

Would the gentleman yield?

Mr. Quie. Yes.

Mr. Meeds. Have you ever been contacted by any member of the advisory council?

Ms. May. Never. In fact, we didn't even know it existed and we didn't find out about the public hearings until after they were held.

Mr. Meeds. Thank you.

Mr. Quie. You raised some points which I assume means that you don't think these programs have been integrated adequately. Have you made a survey so you say say in which schools you feel they are not integrated at all?

Ms. Barnett. I have not.

Mr. Quie. Have you?

Ms. May. Our survey was mostly concentrated on where the money is expended, where they received the Federal funds. Most seemed to go for special programs and not for integration. We did not get into enough detail to know how much precisely.

Mr. QUIE. What kind of coordination is there with vocational rehab. and the regular special educational program for secondary school students from your State effort, and this program of set-aside vocational education? You know they are interrelated.

Ms. MAY. The only thing I can say about that, we asked Mr. Binnie about that. They used to have Interlocal Cooperative Agreements. My question to him, and this response came on August 16, 1974, he stated that the Interlocal Cooperative Agreement to which I referred is not currently operative. There is no official cooperation. I don't know if there is any unofficial cooperation or not.

Mr. QUIE. When you use the figures of the discrepency of a hundred thousand or so, do you know what is actually being used that is being set aside? I think your figure of 702 must be pretty close from the information handed to us. It seems to be going down each year.

To what extent is the State or local matching? We heard the testimony earlier this morning that the Federal money for vocational education amounts to about 10 percent of the total amount of vocational education money spent on the State, so that means there is a $9 match for every dollar that goes into the general level. What kind of a match do you find on the set-aside?

Ms. MAY. I am not knowledgeable of that point.

Ms. BARNETT. I am not, either.

Mr. QUIE. It is interesting. In a survey I saw nationally it amounts to 67 cents on every dollar.

You mentioned the sheltered workshop. What kind of training does a sheltered workshop provide? Are they qualified under the set-aside? What kind of training are they getting? This is the first time I have come across workshops being involved.

Ms. MAY. A sheltered workshop provides independent living skills training, which is one of the questionable vocational programs: independent living skills. They are qualified to provide intensive vocational training and job placement and followup, in many instances much better than community colleges and probably much more economically. We find several community colleges are contracting with the sheltered workshops by providing staff to provide these programs. I don't understand why the sheltered workshops aren't contracting directly with the State instead of going through a community college to provide these services, but sheltered workshops, I feel, are capable of providing some of the services much better than some of the community colleges.

Mr. QUIE. The training we are talking about in vocational education?

Ms. MAY. Right.

Mr. QUIE. Are you just starting out on an effort to bring all of this into hard evidence? Are we, or those people in Washington, going to be hearing some real hard evidence on this?

Ms. MAY. We have some questions about the way the money has been spent in community colleges and these questions mostly arose from the fact that no one seemed to be able to tell us from the council how many people have what specific handicaps and are being served. We found it difficult to understand how they could provide programs for individuals if they didn't know who the individuals were. Therefore, we decided it would be appropriate to gather the information. Depending on what we find in our final analysis, yes, you will probably be hearing from us.

Mr. QUIE. Thank you.

Mr. MEEDS. There is one quick question I have. There is a requirement in the law that a member of the State Advisory Council "having special knowledge or experience or qualifications with respect to the special educational needs of physically or mentally hnadicapped persons". Who is the member on the State Advisory Council with those qualifications?

Ms. BARNETT. Mr. Leonard Long of the Office of Governmental Affairs.

Mr. MEEDS. So there is such a person?

Ms. MAY. Yes.

Mr. MEEDS. Do you feel you are having input into the State Advisory Council?

Ms. MAY. Well, I would say no, since we didn't know it existed.

Mr. MEEDS. That's why I asked.

Ms. MAY. Also because this person also works for the Department of Social Services; he is a State employee, so it seems there might be some conflict of interest, although I wouldn't want to make accusations.

Mr. MEEDS. All right. Thank you.

The gentleman from California.

Mr. HAWKINS. Ms. Barnett, just one question. You stated on page 2 of your prepared statement, at the bottom, you say, "An informal telephone survey indicates that 45 percent of the total Federal vocational education funds are used for nonvocational training, per se." Is that 45 percent of the set-aside?

Ms. BARNETT. Yes, of the set-aside, Federal vocational funds.

Mr. HAWKINS. That 45 percent would include such activities as music appreciation, sex education and so forth that you believe should be in the general educational setup and not designated as special assistance to the handicapped, is that right?

Ms. BARNETT. Right.

Mr. HAWKINS. This informal telephone survey was conducted by whom?

Ms. BARNETT. It was conducted by Dr. James Moss of the Child Development and Mental Retardation Center.

Mr. HAWKINS. Do you know how thorough it was? Was it a random sampling?

Ms. MAY. It was not a random sampling. They contacted all 52 schools that received the set-aside funds.

Mr. HAWKINS. So it consisted of all 52 schools that were receiving the funds and out of that this conclusion was derived?

Ms. MAY. Yes.

Mr. HAWKINS. Thank you.

Mr. MEEDS. Thank you very much.

I would just ask the gentleman who discussed the problem of the breezeway at the community college, sir, would you please write a letter to us outlining the specifics of the instances with the community college that built the breezeway and charged it all, as I understand, to vocational handicapped funds?

Mr. JACOBSEN. That is my understanding.

Mr. MEEDS. I would like to have you document that and what you consider to be utilization of vocational handicapped funds in other instances for purposes you might consider to be related not only to handicapped but to other people and for which there is not a pro rata cost distribution.

Thank you very much. We appreciate it.

It seems we have problems that we are not delighted to know exist, but we are happy to get the information on them.

[The information referred to follows:]

WASHINGTON ASSOCIATION FOR RETARDED CITIZENS,
Olympia, Wash., November 12, 1974.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, General Subcommittee on Education, Rayburn House Office Building, Washington, D.C.

DEAR REPRESENTATIVE PERKINS: This letter is written in response to your August 28, 1974 request for me to document my contentions that Vocational Education funds for the handicapped were being used for "overhead breezeways" in community colleges.

I am not so sure that I can document. I can only attempt to recall after nearly two (2) years. In the fall of 1972, while still a Washington State Department of Vocational Rehabilitation Counselor, I casually asked Everett Community College staff persons (names forgotten) how the Vocational Education monies for the handicapped were used on their campus. Their replies indicated they knew of no program use of such monies, but, rather, they thought the monies went for physical plant improvements, such as breezeways between buildings. Not too long afterwards, in December 1972, I inquired of Dr. Paul McCurley, President of the Snohomish County Community College district (Edmonds and Everett community colleges) if this was the case. He indicated that it was indeed, but only because no one had made a request for any other use of the funds (it was my feeling that Dr. McCurley's intentions were good). I see that Everett Community College subsequently lists its program as "Special Education School Service Aid Program" which I would also have to question as appropriate.

I should also add that before talking to Dr. McCurley, I had talked by phone to a staff person (again, name forgotten) in the Vocational Education section of the State Community College system office in Olympia who indicated that office was not happy with the use of the funds at Everett Community College for physical plant improvement.

Although I cannot recall all the exact details of the above, I believe an audit of the Community College System Vocational Education expenditures will substantiate the essence of my contentions, whether it was "breezeways" or other physical plant improvements benefiting all the campus population.

Something I can document is my greater overall awareness of the misuse (or lack of use) of funds. The attached copies of summaries of data compiled as the result of WARC surveys of community colleges and how they utilize Handicapped Vocational Education funds is self-explanatory. Only about five (5) *Vocational* programs appear to be offered, and some of them appear to be only token programs. Having close personal knowledge of Skagit Valley College, I would say they were very unkind to themselves in describing their program because I know they have directly provided Vocational Educational services, namely, through New Leaf, Inc. sheltered workshop, to the handicapped.

Sincerely,

CARL JACOBSEN,
Member Washington ARC, Vocational Rehabilitation and Employment Committee.

VOCATIONAL EDUCATION FOR THE HANDICAPPED IN THE STATE OF WASHINGTON

Federal funds available through Public Law 90-576, the 1968 Amendments to the Vocational Education Act of 1963, sect. 122(a)4B, are being allocated and spent in a variety of ways in the state of Washington.

Allocation of "Part B" funds is received initially by the Coordinating Council for Occupational Education (Washington State) which then distributes the money to the Office of the Superintendent of Public Instruction and the State

Board for Community College Education. The SPI further distributes its funds to vocational-technical institutes and school districts. Apparently, each community college receives yearly allocations based on the number of handicapped persons residing in the entire community pertaining to the college district. School districts must submit grant-type applications for specific programs or projects on a yearly basis. It is not clear whether this is also true for the vocational-technical institutes. It may be that funds are not applied for specifically by vocational-technical institutes but allocated on a "priorities" basis. In order to qualify for funds, vocational institutes must show that 10% of their enrollment are persons with handicaps under the definition of P.L. 90–576.

Figures provided by the CCOE for fiscal 1973 indicate that a total of $584,569 was allocated to the state of Washington in that year. $278,136 went to secondary level programs in local school districts (25), $69,647 to vocational-technical institutes (5), and $236,786 to community colleges (22).

Information regarding expenditures of these monies was obtained informally from each of the institutions identified in the CCOE list. A telephone interview was conducted with the person in each institution who seemed most likely to be knowledgeable of the use of federal funds for vocational education of the handicapped in that institution. It is possible that some individuals so contacted may not actually have been thoroughly cognizant of programs or specific use of funds. Thus, there may be some inaccuracies in this survey. However, every institution reported was personally contacted. Therefore, the data can be said to reflect verbal information regarding vocational education for the handicapped that is informally available to anyone desiring such information. This report can be viewed as a point of departure for further studies and one which raises questions pertinent to any future efforts.

Types of expenditures as reported by those interviewed were categorized as follows: (see Table I)

1. Equipment, or facilities modifications.
2. Other non-direct uses (e.g., identification of population, transportation).
3. Guidance and counseling (also "tutoring").
4. "Independent living" programs.
5. Job training or placement preparation.
   (*a*) Pre-vocational and vocational-related skills.
   (*b*) Vocational skills.

EQUIPMENT OR FACILITIES MODIFICATIONS

Typically, vocational-technical institutes utilized funds in two ways: equipment facilities expenditures and guidance and counseling services. None of the vocational technical institutes had special programs for the handicapped separate from regular vocational programs. The handicapped population was usually identified as physically disabled, many being DVR referrals: disabled veterans or victims of industrial accidents. The expressed principle behind use of funds involved appropriate adaptation to existing programs through guidance and counseling procedures and special equipment as needed. Examples of such equipment are audio-visual materials (useful to all enrolled, not primarily the handicapped) and instructional equipment or furniture adapted to needs of the specific handicap.

Community colleges and school districts used funds for equipment similarly: one community college expended some funds on wheelchair ramps, another for restroom modification, and elevator access. A math electronics device, tape recorder cassettes, and a large print dictionary were purchased by another community college. One school district bought small engines with which to teach disassembly and reassembly of engine parts. Another district, over two years, bought pottery equipment to establish a fully equipped pottery shop. Handicapped funds in that district have also been used in previous years for other arts and crafts activities purchases: leather sewing machine, candlemaking equipment and silk screening materials. One other district used funds for weaving looms and photography equipment. Video tape equipment utilized with a job-training program and tape recorders used to produce reading lessons to enable vocational education students to upgrade reading skills are examples of more vocationally-related uses of funds by two school districts.

Current use of handicapped funds for equipment in one school district involved the purchase of washing and drying machines, bed linen, tables and a cash register, wood handtools and a sewing machine, to be used in respective occupational areas within a state-built modular home.

OTHER NONDIRECT USES

Other kinds of nondirect use of funds ranged from a health inventory to the purchase of a vocational assessment tool. In the case of the former, a community college paid part of the salary of a person to identify and screen all handicapped persons enrolled in the college, and additionally, paid for a consulting psychologist to help staff handle special needs of the handicapped. The vocational assessment tool purchase involved transportation to the East Coast and training there of two staff members in its use. In this case, as in many of the school district projects funded initially through handicapped funds, the district has continued the assessment program through excess cost funds.

One very small rural school district paid for transportation to another district program for their one handicapped student. Three intermediate school districts used handicapped funds to assist smaller districts to apply for handicapped funds with the purpose of upgrading vocational offerings for the handicapped.

Another use of funds by a community college is difficult to classify and has been included in the category "non-direct use." Support was provided for a so-called "aquatics motivation" program for 165 individuals, including mentally retarded and emotionally disturbed children and juvenile and criminal offenders. This same community college has two other ongoing programs for residents in a state institution for the retarded, a teacher training program and a "survival" program (living skills) for adult residents. Current use of funds by this college includes hiring a consultant to generate enrollment in the college by wheelchair-bound persons.

GUIDANCE AND COUNSELING

It is interesting to note that several community colleges who used handicapped funds for equipment also utilized part of these monies for guidance and counseling services for their handicapped population. Three of the five vocational-technical institutes used funds for equipment or facilities modification and all of them additionally involved handicapped funds in counseling services. One large vocational-technical school described these services as "tutorial", where lab assistants are involved in specific courses to help handicapped persons meet general program goals.

A significant aspect of the use of vocational education funds from the 1968 law is an apparent intertwining and/or confusion of persons identified as "disadvantaged" and "handicapped." Funding is differentiated according to identification of a population by either of these labels. However, programs in the vocational-technical institutes and in some community colleges which are "integrated" apparently do not differentiate programs per se for these individuals. An example of this confusion is use of funds by two community colleges for courses "teaching" interpersonal skills development. One course involved a group dynamics method to enable employed persons to realize better job relations among co-workers. The population enrolled in the group dynamics course was clearly not necessarily "handicapped" or "disadvantaged" as defined by PL 90-576. Apparently federal auditors have informed the sponsoring college of the inappropriate use of federal funds in this instance, as the course has been discontinued although it was felt to be successful and to have filled a community need.

Another community college used handicapped vocational funds to support salaries for several courses taught to a mentally retarded population; one involved "effective communication" and another focused on sex education.

Thus it appears that when educational institutions have no special, separate vocational education programs for the handicapped, federal monies for this purpose are being spent for special equipment and/or guidance and counseling services for those persons who can be considered and counted as "handicapped." It also appears as if in some cases monies are being granted to educational units to *encourage* vocational programs for the handicapped where there are none. It will be seen in the discussion of direct vocational programs for the handicapped that federal funds also have a "seeding" function for these programs. The difference in use of funds between non-direct and direct vocational programs results perhaps from differences in existing programs in these educational facilities. It can be assumed that staff, supportive facilities and population served at present determines use of these funds.

INDEPENDENT LIVING PROGRAMS

Several community colleges identified their use of federal handicapped funds as "independent living" programs for severely retarded older persons (ages 18–30+). Such skills would include home care, housekeeping, personal hygiene, shopping, eating in public places, bus experiences, and some social skills. Some other community colleges declared that their programs were "prevocational" and listed reading and writing, time-telling, street sign identification as skills taught along with "home management" and "consumer" behavior. In some cases such programs were called "basic education for adults." The population involved usually was identified as moderately to severely handicapped. Many of these community college programs are being conducted at local sheltered workshops. Teachers salaries were paid by federal handicapped funds, classes in these skills ranged from several hours a week to daily classes, one to two hours in length.

Distinction has been made in this survey between so-called "independent living skills" program, as in the above mentioned examples, and actual job training or job preparation. Living skills are thus not seen to be actually pre-vocational although many professionals in the fields of special and vocational education might argue that the distinction is artificial. It would seem preferable to identify as pre-vocational those skills which directly have to do with desirable job-related behaviors. Examples of these behaviors would certainly have to include time-telling and independent transportation experiences. The rationale, however, for the distinction made here is based on evaluation of the major thrust of the program in question. If the program was predominantly living-skills oriented and included time-telling and bus experiences it was classified as "independent living." If the program included time-telling and such experiences as getting to a work place on time along with more specific job-related behaviors such as janitorial skills, housecleaning, lawn mowing or specific workshop tasks (assembling or disassembling boxes) it was classified "prevocational."

Distinction between pre-vocational and vocational was also problematic. In the case of vocational education for the handicapped, and, in particular for retarded persons, the distinction may be made on the basis of type of work environment. Thus, an "activity center" setting where some activities are engaged in that involve simple work skills and even where state-supported contracts are carried out, would have to be considered pre-vocational. Vocational skill training might best be described as specific job training in which students are placed in on-site settings.

Sheltered work-shops which engage primarily in contracted work are difficult to classify based on the above criteria. Several successful, well-paying workshops exist in the state of Washington, usually in heavily agricultural or other rural areas where local industry is usually low-skill and heavy labor. In these workshop settings retarded persons work at a variety of local industry relevant tasks: taking apart wooden pallets for the lumber industry and tying fishing lures in trout stream areas are examples. Sheltered greenhouse work and orchard work are evidently successful employment areas for retarded persons in rural agricultural districts. Thus, distinctions made for the purposes of this survey between vocational and prevocational are difficult and perhaps artificial. Appropriate criteria has been, therefore, the vocational direction of the program and evidence of applicability to specific job behaviors.

Most "independent living" programs surveyed were conducted with participants in activity centers or sheltered workships and thus were older adolescent or adult retarded persons. Some programs included "classroom skills"—reading and computational skills, usually in terms of sign identification, time-telling and money changing. One program conducted for residents at a state institution through a community college was typical of programs that provided global training: "language arts", hygiene, home economics, social skills, remedial education, all were said to be part of the program. Another community college-sponsored program took residents away from the institutional setting to participate in experiences involving public behavior: eating in restaurants, shopping in markets, etc.

A different and interesting use of handicapped vocational funds was for a training program for retarded mothers with normal children involving home care and child care skills. Only one community college conducted a "living skills" program with a non-retarded population. Visually impaired persons, 16 years and older, were given training in skills to promote independence and self-reliance as well as specific training or review of braille reading, typing, grooming, and some physical therapy. These were individuals in a rural area not served by state services for the blind (located in Seattle).

JOB TRAINING

Prevocational

As has been mentioned, programs were classified "vocational" if specifically job-related, where on-the-job training or siting was part of the training. "Prevocational" indicates the program involved workship training, usually in component aspects of skills which are not specifically related to competitive jobs. Included under this classification were programs relating to job placement: testing vocational strengths and weaknesses, teaching application and interview procedures. An example of the latter type of program was called "Personalized Job Orientation Programs" by one school district. The same district provided special individualized instruction for 20 mentally retarded youngsters in the use of cash registers, adding machines and typewriters to prepare them for entry into State-supported work study programs (Distributive Education and Trades, Industrial and Health Occupations). Another school district bought a commercial laundry supply and delivery service plant to teach handicapped youngsters job skills. This program was not designated to train students specifically for jobs as laundry operators. The delivery program did, however, result in driver's licenses for one-half of the youngsters involved in the program (15 total).

Programs which were called "pre-vocational" but not clearly able to be differentiated from "independent living" programs were conducted by one community college and by one school district. These programs usually involved "trainable" children and often were tied to activity centers and sheltered workshops.

TMR youngsters were included in one vocational training program for EMR students involving "graphic arts" (offset printing) as collators and staplers. Several districts placed handicapped youngsters in simulated work environment experiences. One program included elementary level TMR children, junior and senior high school EMR and culturally disadvantaged children in the building of a complete greenhouse as well as planting and care of growing things.

Four of the five community colleges whose programs directly served handicapped populations in job training used funds both for pre-vocational and vocational programs and are thus listed in both categories. School districts' use of funding was generally more strictly limited to either pre-vocational (usually TMR students) or vocational (EMR or ED or LLD).

Vocational

Most programs using handicapped vocational funds that were classified as "vocational" included on-the-job placement experiences for secondary school students. Funds often were spent specifically for salaries for a coordinator or supervisor of such programs, or for part salary for the regular vocational education person. In one case, salaries were partially supported for persons employed in the job placement situation to supervise and spend extra training time with handicapped persons sited there.

One school district program built and operated a greenhouse similar to the program mentioned under pre-vocational, except that specific placement in nursery establishments were made for program participants. Four kinds of agricultural businesses in the local community were analyzed for necessary entry level skills; these same businesses provided temporary and permanent placement for handicapped persons in the program.

A miscellaneous category included salaries paid for teacher trainers by a community college. One school district used funds for one-half of salaries for two special education teachers. It is not clear whether in either case the thrust of the program was vocational.

CONCLUSIONS

Data gathered in this survey, although informal and undocumented, point out balance and distribution of different kinds of programs by kinds of educational institutions (Table I). It seems from this survey that a majority of school districts used funds for job training purposes directly serving the handicapped. Community colleges and vocational technical institutes used handicapped funds in less direct ways, often for peripheral supportive services and/or equipment or facilities modification.

A possible explanation for the differential use of funds might be directly related to the kinds of programs educational institutions are set up to conduct. Indications that many programs for which community colleges received federal funds are in fact conducted at activity centers or sheltered workshops not connected to the colleges point out the function of pre-established programs. Amounts of monies granted for time periods often limited to one year inhibits any possible expansion of programs toward truly vocational education specificially for handicapped persons. Thus, monies in similar amounts to those thus far allocated would seem to be best utilized in established programs where populations so far not given vocational training can be included in such programs or where expansions of specific job training programs can be made to include new occupational areas and a greater range of skill areas.

Thus, if we read the intent of the Vocational Education Act rightly, monies should be being spent for specific vocational preparation. One would hope that local regular education monies or excess cost funding would provide *basic* educational training for those handicapped individuals who can be directed toward eventual participation in meaningful employment.

QUESTIONS OF INTEREST

The general procedure for allocating federal funds for vocational education for the handicapped was outlined in the beginning of this paper. It is not clear what criteria are used by the CCOE to determine relative allocations for the Office of the Superintendent of Public Instruction and the State Board for Community College Education. Allocations based on priorities by the SPI to determine funding for school districts and vocational-technical institutes would also be of interest. According to law, one member of the CCOE should be representative of, or a spokesman for, handicapped persons by way of experience with and knowledge of problems of the handicapped. Membership by way of expertise in the CCOE would be of interest, particularly in terms of vocational education for the handicapped and especially for those handicapped persons not receiving support for training through other funding sources.

Another question of interest relates more specifically to allocation of funds by the State Board for CCE. One is led to wonder from the data of this survey why vocational education funds used in sheltered workshop or activity centers are allocated to community colleges and not directly to the service agency.

A gross estimate of expenditures by category for fiscal '73 lends weight to the conclusions one is tempted to make from the data from this survey. A conservative estimate from figures provided by the CCOE (letter June 7, 1974 through A. Binnie) matched with interview information indicates that 30% of the total vocational education funds for fiscal '73 were utilized for equipment or facilities modification and guidance and counseling for the handicapped. If so-called "independent living" programs are added, the figure increases to 45% of total funds used for non-vocational training *per se*. Thus, it appears as if at most only 55% of fiscal '73 funds were used for direct, pre-vocational or vocational training for handicapped persons. The major question, then, that arises from this survey would have to be: are federal funds allocated for the purpose of *vocational education for the handicapped* actually being used for that purpose?

TABLE 1.—PROGRAMS USING VOCATIONAL EDUCATION FUNDS (PUBLIC LAW 90 576) FOR THE HANDICAPPED IN WASHINGTON STATE—FISCAL 1973

	Equipment		Other nondirect use		Counseling and guidance[1]		Independent living[2]	
	Total	Partial	Total	Partial	Total	Partial	Total	Partial
Vocational-technical	3	3			5	4		
Community colleges	6	5	2	2	8 S=2	5	12 S=4	2
School districts	6	2	5	0	1	0		
Total	15	10	7	2	14	9	12	2

Note: Vocational-technical institutes, n=5; community colleges, n=22; school districts, n=25 (total=total number of programs; partial=programs only part of total use of funds; S=program with sheltered workshop).

JOB TRAINING

	Programs					
	Prevocational		Vocational		Institutions (either or both pre- and vocational)	
	Total	Partial	Total	Partial	Total	Partial
Vocational-technical						
Community colleges	5 S=4	4	4 S=4	4	5 S=4	4
School districts	6	3	8	1	13	3
Total	11	7	12	5	18	7

Note: Miscellaneous—Teacher training, community colleges 2.

WASHINGTON ASSOCIATION FOR RETARDED CHILDREN,
Olympia, Wash.

President, __________ Community College.

DEAR SIR: The Washington Association for Retarded Children Vocational Rehabilitation Committee is surveying existing services to meet the vocational needs of mentally retarded people in the state of Washington.

As you know, Vocational Education legislation of the past provides for 15% of the Vocational Education funding in the community colleges to be used for programs for the handicapped. Therefore, assuming your college has some sort of program utilizing this funding, could you briefly describe what the program consists of, including the following information:

1. Name of program.
2. Classes offered.
3. Total program budget.
4. Number of students enrolled (if number of mentally retarded are known, we would appreciate knowing).
5. Division dean to whom program head is responsible.
6. Do other funds augment the program? If so, how much and what is the source?
7. Have you had sufficient response from the handicapped community to justify continuation of the program if it were not for the mandatory nature of the program? If you have no such program, could you explain why?

If you have no such program, do you plan implementation of such?

Could you utilize the Washington ARC or other (e.g. State Division of Vocational Rehabilitation) consultation on implementation in the future or modification of the present program?

If you have an example of an outstanding program that is unique, please describe.

Sincerely,

MURRAY ANDERSON,
Chairman,
WARC Vocational Rehabilitation Committee.

In accordance with the Federal Vocational Education Act, PL 90-576, 10 per centum of each states allotment of funds shall be used for the purpose of providing vocational education for handicapped persons. Funding is provided on the assumption that the handicapped because of their condition cannot succeed in the regular vocational education program without special educational assistance or who require a modified vocational education program (Section 122 of PL 90-576).

As defined by the Federal Register of May 9, 1970: "handicapped persons' means mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired persons who by reason of their handicapping condition cannot succeed in a vocational or consumer and homemaking education program designed for persons without such handicaps, and who for that reason require special educational assistance or a modified vocational or consumer and homemaking education program."

According to the State Board for Community College Education, Washington State has been allocated $2,000,000.00 for the current fiscal year for the purpose of providing education to handicapped persons as outlined in the Vocational Education Act, PL 90-576. This amount is then allocated by the Board to the twenty-two community college districts of the state who make expenditures in accordance with the Federal allocations. The distribution to the districts is based on the proportionate size of the general population of the district on the assumption that handicapped conditions are relatively uniformly distributed across the state. The following is a distribution of colleges as of June 1, 1974:

School	Target population served	Name of program	Number of students	Budget	Additional funds	Comments
Bellevue College, Bellevue, Wash.	Data not submitted					
Big Bend College, Moses Lake, Wash.	do.					
Centralia College, Centralia, Wash.		2 sheltered workshops: 1 Morningside in Olympia 2 Lewis County work opportunities, Chehalis, Wash.				
Clark College, Vancouver, Wash.	Data not submitted					
Columbia Basin College, Pasco, Wash.	do.					
Edmonds College, Edmonds, Wash.	do.					
Everett College, Everett, Wash.		Special education school service aid program				No direct service to mentally retarded done by Edmones.
Fort Steilacoom, Tacoma, Wash.		Technical program	22	$25,000 for the following 3 programs		
	Mentally retarded	Survival program	50			
		GED	55			
		Aquatics	175	$2,000.00		
Grays Harbor, Aberdeen, Wash.	Mentally retarded	Timberland opportunities association	42			
Green River, Auburn, Wash.	do.	Basic adult education	100	Not specified		
Highline College, Midway, Wash.		Vocational workshop program		$1,890.00		
		Nurse aid/orderly training program		$947.10		
	Mentally retarded	Vocational education for mentally retarded parents		Not specific		
	do.	Program at group home (adult education)	12 to 15			
Olympic College, Bremerton, Wash.	Data not submitted					
Peninsula College, Port Angeles, Wash.	Mentally retarded	Adult development	18 to 30	$3,884.00		Budget augmented by continuing education program funds.

School	Target population served	Name of program	Number of students	Budget	Additional funds	Comments
Seattle community colleges: 1. North Seattle 2. Seattle Central 3. South Seattle Shoreline College, Seattle, Wash	Data not submitted		0			
Skagit Valley College, Mt. Vernon, Wash		Extended special education Daily living skills Money management Academic skills Household training Clerical training Basic educational services to sheltered workshop	43	$8,504.00		
Spokane community college district: 1. Spokane College 2. Spokane Falls College	Mentally retarded	Assist in funding of:		Not specified		Funds specified other augment.
		Goodwill co-operative	86			
		S.O.E	58			
		Prevocational training center	75			
		Lakeland field services	22			
		Reading for special students	26			
		Adult basic education level I	33			
		Driver education	36			
		Communication disorders	101			
Tacoma Community College	Data not submitted					
Walla Walla College, Walla Walla, Wash	99 percent mentally retarded.	Adult basic education program	40	$2,500.00		
Wenatchee Valley College	Data not submitted					
Whatcom College, Bremerton, Wash	Mentally retarded	Basic academic and community skills	(6 classes, 5 of 13 students each, 1 of 20 students)	$2,760.00		
Yakima Valley College, Yakima, Wash	Data not submitted					

Mr. MEEDS. Our next witness is Wally Johnson, chairman of the Washington State Advisory Council on Vocational Education.

You have a prepared statement. It is a rather lengthy one. If you like, we can insert it in the record and you may summarize. Is that satisfactory to you?

Mr. JOHNSON. I would like to hold to it.

Mr. MEEDS. Very well. Please proceed as you wish.

STATMENT OF WALLACE JOHNSON, CHAIRMAN, ADVISORY COUNCIL ON VOCATIONAL EDUCATION; ACCOMPANIED BY BOB PUTMAN

Mr. JOHNSON. Mr. Chairman and members of the Subcommittee: I am Wallace Johnson, chairman of the Washington State Advisory Council on Vocational Education. On behalf of the council, and its director, R. H. Putman, I would like to express our appreciation for having the opportunity to participate in this hearing. My remarks will be brief and based primarily on the attached report, prepared for the National Advisory Council and based upon our evaluations within our State.

Mr. MEEDS. Without objection, the attached report will be made a part of the record following the testimony of the witness.

Mr. JOHNSON. We welcome you to the great State of Washington, on behalf of the committee, a State that consistently ranks among the top States in vocational enrollment and quality of vocational programs.

The Washington State Advisory Council believes that Public Law 90–576 has produced excellent results. One of the objectives of the act was to make quality vocational education available to all persons in all communities of each State. Due to an exemplary network of community colleges throughout our State, five excellent vocational-technical institutes concentrated in our population centers, strong secondary emphasis and nationally recognized interdistrict cooperation, vocational education in Washington is within one-half hour's drive of 90 percent of our population.

Vocational enrollment in our State since 1968 has paralleled national growth, while our State's population has increased but 3½ [illegible]ent during the same period. The need and popularity of vocat[illegible] programs has increased tremendously. Today about 46 percent of the enrollment in our State's community colleges is in vocational programs compared to 24 percent in 1967. A number of our vocational programs have waiting lists of over 2 years.

The National Advisory Council on Vocational Education has reported to your committee that the national ratio of State dollars to Federal investment is 4.7 to 1. In our State the ratio has averaged about 6.5 to 1 in the 5 years following passage of the act.

Mr. QUIE. Stop right there. I am hearing this figure. It sounded to me earlier like it was 9 to 1 because 10 percent of the total was Federal money. I saw the figures somebody else used of 6½. The figure to me turns out to be a little less than 6 to 1. How about submitting for the record the figures?

Mr. JOHNSON. We will do that.

Mr. HAWKINS. You are speaking State dollars and you are including local dollars as well?

Mr. JOHNSON. Yes.

Mr. MEEDS. You are speaking now, are you not, Mr. Johnson, of total both secondary and postsecondary and I think Bruce was speaking of a match in elementary and secondary only?

Mr. JOHNSON. Yes.

Mr. MEEDS. Is that right?

Mr. JOHNSON. Yes.

[Information requested follows:]

ADVISORY COUNCIL ON VOCATIONAL EDUCATION,
Olympia, Wash., November 18, 1974.

Hon. LLOYD MEEDS,
Member of Congress, Cannon House Office Building, Washington, D.C.

DEAR CONGRESSMAN MEEDS: In your General Education Subcommittee hearing in Seattle on August 28, Congressman Quie asked us to clarify our testimony that "Washington State spends $6.5 to each $1 of federal vocational education money."

Following is a chart depicting actual expenditures;

Fiscal year	Federal	State/local
1969	3,724,103	24,980,825
1970	3,873,612	34,561,010
1971	7,272,056	36,435,562
1972	6,178,378	44,331,775
1973	7,324,609	61,353,724
Total	28,272,758	201,662,896

Note: Ratio is $1 Federal to $7.1 State/local.

The 6.5 ratio we reported is accurate for fiscal years 1970-1973 inclusive. This amounts to four instead of five years as reported. The five-year ratio is 7.1 as shown above.

This Council is also mindful of the Subcommittee's challenge to look into vocational education for disadvantaged and handicapped people. This study is underway and should be delivered to your office no later than March 1, 1975.

Sincerely,

R. H. PUTNAM, *Executive Director.*

Mr. JOHNSON. Though the accomplishments of the 68 amendments have, indeed, been impressive, we still have a ways to go. One of the questions posed in the National Advisory Council's study is how long will it take before each State can adequately meet the needs of its citizens. We think that Washington State would be in good shape between 1980 and 1985, assuming continued Federal leadership in the interim period. Some States feel that it will take longer, until 1990 or beyond, to meet the basic objectives of the act.

We also feel that the objectives of the act, in terms of disadvantaged and handicapped, have not been adequately met. In spite of set-asides in our State, for example, the percentage of disadvantaged students enrolled in vocational programs is about the same ratio as the proportion of disadvantaged to total population. Though some progress has been made, we feel our efforts must produce a higher ratio of disadvantaged and handicapped enrollment.

Second, State plans, as specified in Public Law 90-576, have become too much "compliance documents" rather than meaningful plans for accomplishment. The Office of Education's emphasis seems to be preparing a report detailing what the State is going to do with the Federal dollars it receives, rather than a true analysis of needs, establishment of priorities and objectives, and plans to meet those needs. A real State plan should embrace both points of view, with the States held accountable for results.

The State of Washington has experienced difficulty with organizational structure emanating from the sole-agency requirement to develop and administer the State plan. We understand that other States have experienced similar difficulty, but we cannot speak for those States.

In our State the "sole" agency turned out to be more of a coordinating vehicle, while we believe congressional intent was that the sole State agency would be responsible for managing as well as planning vocational education. The Washington State Advisory Council on Vocational Education is completely convinced of the necessity of a strong State board as the sole agency that must be responsible and accountable for vocational education. In fact, our council has a longstanding policy statement in this regard which is attached for your information. Though Congress should not dictate to the State the structure of the State board, perhaps it should emphasize, clarify, and strengthen the original intent.

The States continue to have data problems. Some of those problems are caused by inadequate data systems within the State, but significant difficulty is caused by differences in data systems between HEW and the Department of Labor. The 1968 act authorized $5 million to help resolve this problem, but that section was never funded. We believe the time has come for Congress to reconsider joint HEW-Labor funding for the development of a common data base.

It is the conclusion of the Washington State Advisory Council that strong Federal legislation is still necessary because we have not totally achieved the goals we set for ourselves in 1968, and vocational education still has not been well enough accepted by the educational enterprise itself. We believe that the new or revised Federal act should contain greater flexibility for the States to make decisions regarding the use of appropriated moneys. In short we are saying that categorization should continue but with greater flexibility. For example, we see no reason why part C, part D, and part I could not be combined into one general category. Parts G and H could also be consolidated.

We urge the committee to recommend continued set-asides for disadvantaged and handicapped and greater coordination of manpower and CETA programs be required.

We urge the committee to consider forward funding as a part of any new or revised legislation. This would greatly aid the planning process and program continuity.

We urge that the new legislation strengthen the sole State agency role, or at the very least clarify and reiterate congressional intent of single agency authority and accountability.

We support the concept of career education and urge the committee to consider the strengthening of career development as a part of future legislation.

And, lastly, we urge the continuation of the State advisory councils on vocational education and the National Advisory Council on Vocational Education. We believe that the State advisory councils and the

National Advisory Council are meeting their intended purposes as set forth in the act. These citizen advisory groups have become an effective force in planning assistance and evaluation of vocational education. They provide an avenue for citizen input available in no other way.

The Washington State Advisory Council has researched public opinion and evaluated vocational education in terms of positive recommendations for improvement. We are pleased that 75 percent of our recommendations have been fully or partially implemented. Advisory councils are contributing to improvement of vocational education, and this was formally recognized by the State directors of vocational education when in 1973, in assembly they passed a resolution supporting the national and state advisory councils. We recommend continuance of the national and state advisory councils at a line item, and the only change we could recommend for improvement would be to mandate more lay citizen membership in the makup of State councils. As it now exists minimum requirements are weighted too heavily toward education and State agency membership.

In summary, we congratulate Congress and we congratulate this committee for devising a piece of legislation that has produced such splendid results in so important an area. However, we hope some attention will be given to improved coordination between manpower programs and regular vocational education programs. This is very, very important.

In spite of the accomplishments, we still do not reach enough of the people who need vocational education. In this great Nation we continue to release 50 to 60 percent of our young people from education to the working world that are not prepared in terms of job skills, and perhaps even basic skills for employment. Continued national priorities for vocational education are imperative.

Thank you very much.

Mr. MEEDS. Thank you.

I am going to ask a question. I will preface that question with a remark and I will ask some specifics of that question.

The charge has been made by a number of people, including State advisory council members from various States where we have held hearings, that they feel they are no more than a paper organization. My general question is, do you feel that you are more than a paper organization?

Mr. JOHNSON. The answer to that is affirmative, yes, we do. We feel that we are more than a paper organization. We feel we have considerable impact on vocational education in this State. As an example, as I alluded to earlier, 75 percent of our recommendations have been implemented or are in the process of being implemented. We have a better cooperation between the coordinating council and the various assistants, and we have an excellent program.

Mr. MEEDS. All right. Let's get into the specifics of that question.

One, have you advised the State coordinating council on the preparation of every one of its one-year and long-range plans?

Mr. JOHNSON. No; we have not.

Mr. MEEDS. You have not.

Well, of the approximately five that have been submitted since 1968, how many have you advised the coordinating council on?

Mr. JOHNSON. I have not been with the council all of this time. During my stay on the council, the last three State plans, we have had increasing participation. In the preparation of the State plan particularly we have been consulted.

There was a time when that did not occur, but because of our work we have been able to have some influence on the State plan during its preparation stage. We have a staff person who worked with the council who may wish to add to that.

Mr. MEEDS. Yes; I am interested in the total history.

Have you advised with regard to all the one-year and long-range plans for vocational education in the State of Washington?

Mr. PATMAN. Mr. Chairman, I am Bob Patman, the executive director of the council.

I think we have some input into each State plan in terms of the evaluative reports we have had, but it has not been the type of input we would like, in the early stages of our council.

I think the chairman stated it correctly, in about the three State plans just past we have had significant input before the fact. We were a part of the planning process and this is increasing and improving and we are pleased with this. It has taken a lot of work. We have had to really keep the pressure on and keep working on our relationships to achieve this.

Mr. MEEDS. Have you ever threatened not to sign off on a State plan because your advice was not accepted?

Mr. PATMAN. We threatened not to sign off on the State plan if we were not involved in the early phases of the plan.

Mr. MEEDS. Did that remedy the lack of involvement at an earlier stage?

Mr. PATMAN. Yes, sir.

Mr. MEEDS. You are required to evaluate plans. I assume part of your testimony, the attached memorandum, is your evaluation of at least part of the vocational education program for the State, right?

Mr. JOHNSON. Yes, right.

Mr. MEEDS. So it will speak for itself.

Mr. Putman, have you ever made any suggestion with regard to the next year's State plan resulting from your evaluation of last year's State plan?

Mr. PUTMAN. Yes.

Mr. MEEDS. Give me the specifics of that.

Mr. PUTMAN. I think in particular we have been concerned in the past few evaluations about some of the system data needs in our State. We have called attention to these and made recommendations about followup, realizing that it can't be done in a short period of time. It would entail going into the succeeding years' State plan or plans.

This has been done on a number of our recommendations such as student followup, such as improved forecasting models, and so on, on which action has been taken by the coordinating council, although the results are not as we would like to see them as yet.

Mr. MEEDS. Mr. Johnson, you testified you did not feel that the needs of the disadvantaged and handicapped were being properly met.

Would that come about as a result of your evaluation?

Have you made suggestions with regard to that?

Have these suggestions been followed?

Mr. JOHNSON. Yes. During 1973's report we did take a look at the needs of vocational education and the handicapped and disadvantaged were covered in that report. It was clear from that analogy, even though some of the data was not available that we needed, we were not giving sufficient attention to disadvantaged and handicapped.

We have a skill center in the State of Washington, specifically in Seattle. That activity is trying to cover the void or some of the inadequacies in meeting the needs of the disadvantaged. It does not address itself to the handicapped. We know from our activity there, there is a tremendous number of handicapped persons who need vocational education who cannot be serviced through this skill center and other similar institutions within the city. Based on specific information obtained through our study, that is the basis of my statement.

Mr. MEEDS. What is being done, if anything, as a result of your recommendations? Is that skill center of which you spoke a result of your suggestions?

Mr. JOHNSON. No; it is not a result of the council's suggestion. However, we do support the skill center specifically and the skill center concept as a vehicle for helping meet the needs of the disadvantaged.

Mr. MEEDS. What, then, is being done in the State to implement your suggestion that the needs of the handicapped and disadvantaged are not being properly served?

Mr. PUTMAN. Mr. Chairman, I think we would have to answer that that we haven't gotten into the disadvantaged area and, second, the comment of the previous witnesses, we have not contacted that particular group. We are aware of some problem areas there, but we can't speak to them specifically.

I feel, after listening to the testimony today, that I will be recommending to the advisory council that this council get into the disadvantaged area with both feet from the standpoint of evaluation.

Mr. MEEDS. Disadvantaged and handicapped?

Mr. PUTMAN. I'm sorry. Handicapped is what I meant to emphasize. We have studied the disadvantaged area to some degree, but not enough in the handicapped area. It is simply a matter of priorities for us. We have not been funded to the full amount spoken to in the act and we have to develop our own priorities within the council.

Mr. MEEDS. What is your funding for the State advisory council?

Mr. PUTMAN. This year it is earmarked for $48,000, which is still under the $50,000 minimum in the act.

Mr. MEEDS. You have had some of those funds impounded, have you not?

Mr. PUTMAN. Yes. They were released the last quarter of the last fiscal year.

Mr. MEEDS. From that $48,000 must come staff salaries, the chairman, and per diem expenses for the members?

Mr. PUTMAN. Yes; that's correct.

Mr. MEEDS. How many members do you have in the State?

Mr. PUTMAN. Twenty-four.

Mr. MEEDS. How many meetings have you had so far in 1974?

Mr. PUTMAN. I would rather speak to the last full year. We had 6 meetings of the full council and we had approximately 12 meetings of its standing committees. It averages about a day a month per member between committee work and between the full council meetings.

Mr. MEEDS. The gentleman from Minnesota.

Mr. QUIE. Mr. Johnson, I was looking at a series of figures in the report that perhaps you can clear up for me.

On the first page of the report prepared for the National Advisory Council for the year 1973, the amount of Federal funds was $6,501,000. On page 4 you have $6,217,000.

Mr. PUTMAN. Page 4 is only part B.

Mr. QUIE. Part B. Then I don't know what the first page is. Go to page 9 and you have $7,324,000, Federal expenditures. I assume that is the total from all parts. I don't know what that refers to on page 1.

Mr. PUTMAN. Congressman, I believe page 1 refers to the total amount actually allocated to the State. Going over to page 9, that is actually expenditures, which includes some of the carryover funds. Therefore, the figures don't exactly add up. The first page is allocated, and the last page, I believe, is actual expenditures. Page 4, as I recall, was just part B funds, if I am remembering the construction of these charts correctly.

Mr. QUIE. I see. So you had substantial carryover. What was the year you had the biggest carryover?

Mr: PUTMAN. 1970.

Mr. QUIE. But that must have been carried over to 1972 as well?

Mr. PUTMAN. I am sure that is the case.

Mr. QUIE. Because you have the large amount of 9 million.

Mr. PUTMAN. Yes.

Mr. JOHNSON. Congressman, I would like to point out, in spite of a carryover that we might have received, you will note for the disadvantaged there is a continuing decrease in the amount of expenditures on disadvantaged in 1971, 1972, and 1973.

Mr. QUIE. Handicapped as well.

How do you account for that?

Mr. JOHNSON. I can't account for that. I don't know why that happened.

Mr. QUIE. Would that be the coordinating council which made the decision that in 1971, instead of having just about 26 percent allocated for disadvantaged, it would be cut to 16½ percent?

Mr. JOHNSON. Yes, 16½ percent.

Mr. QUIE. For handicapped, in 1971, they allocated 17.3 percent and they cut it down to 12 percent?

Mr, JOHNSON. That's correct.

Mr. QUIE. Judging from what we have received, I surmise that it would be even further out in 1974. The figures aren't here, but I am kind of putting things together.

Have you found why the coordinating council has put less emphasis on the disadvantaged and handicapped since 1971?

Mr. JOHNSON. We ha.e not.

Mr. QUIE. Do you think that is your responsibility?

Mr. JOHNSON. I think that comes within our responsibility to find out why.

Mr. Quie. Do you have any information on the Federal or the State and local match on each of these set-asides such as you have with the total on page 9?

Mr. Putman. No, we don't have that.

Mr. Quie. I hope somebody has that.

You say that on the advisory council there is one educator for every 3.6 noneducators and you say that is too many educators?

Mr. Putman. No, sir. We are talking about the minimum requirements of the act. We would like to see more lay citizens required there. We have gotten more lay citizens by adding to our council. Our point was, if we followed the minimum of the act, we would feel there would be too many educators and State agency employees, but we compensated by adding more lay citizens and the Governor has accepted that.

Mr. Quie. From your experience, you think it would be better to get some of the other States to do what Washington has done?

Mr. Putman. That's right.

Mr. Quie. On page 2 of your statement, you say that, "The Office of Education's emphasis seems to be preparing a report showing what the State is going to do with the Federal dollars it receives, rather than a true analysis of needs, establishment of priorities and objectives, and plans to meet those needs. A real State plan should embrace both points of view, with the States held accountable for results."

Now, are you pushing your own State to comply with this recommendation?

Mr. Putman. We certainly are attempting to.

Mr. Quie. Are they following the 75 percent of the advice that they have accepted from you? Or is this one of the 25 percent that they haven't followed?

Mr. Putman. Yes, we feel they are. We feel the planning is really starting to improve. There is better analysis, there is better follow-up of students where we can find out what is happening to them.

Some of these systems haven't been in existence long enough for us to get the data to be able to use them for evaluative purposes, but at least we are doing a better job of setting these systems up and using this mechanism to get the information.

We are pleased those things have been done: We are not there yet. We are a long way from building a truly comprehensive State plan.

Mr. Quie. Who makes the decision on the mix of State money as to what Washington designates as secondary and what Washington designates as postsecondary, and who makes the decision on the management of the money?

Mr. Putman. The mix is negotiated, as was stated accurately this morning by Mr. Brennan. We feel that it should not be negotiated. We feel that is the responsibility of the State board under the provisions of the act, and that the State board should stand up to its responsibility. They make the final decisions, but the amounts are actually negotiated between the three agencies.

Mr. Quie. The negotiation is over Federal money?

Mr. Putman. That's right.

Mr. Quie. Who makes the decision on the State money?

Mr. Putman. That is the legislature.

Mr. Quie. How is that done?

Mr. Putman. It is on a formula basis.

Mr. Quie. Then, from what I heard and what you are saying, while the planning may be coordinated, the management of the program has no coordinated management?

Mr. Putman. I wouldn't go so far as to say there is no coordination, but we feel there is inadequate coordination. Many times we needed final decisions that didn't come. We felt the cooperation wasn't there that should have been there.

Mr. Quie. Do you think the Federal legislation should be changed so this would be more clearly stated?

Mr. Putman. Yes, sir, I do, as an individual, and I believe from a strong stand our council has taken in terms of its published policies, we would favor a clarification, at least on this point.

Mr. Quie. Getting back again to the question of the disadvantaged and the handicapped, would we have a chance of hearing from you before we start marking up legislation? I don't know when we will start. Conceivably we could start by the end of March. Would we, by that time, be able to get some information from you?

Mr. Johnson. Yes, I believe that is possible. I think we could do that. We are currently investigating some other areas, but I believe we do have and can find resources to give you some better information on that.

Mr. Quie. Thank you.

Mr. Meeds. The gentleman from California.

Mr. Hawkins. Mr. Johnson, I am a little shocked at the low amount that is allocated for the expenses of the council in terms of the functions and responsibilities that we expect of the council. Of the $18,000 which I think you indicated was budgeted for the advisory council, how is that divided between salaries, travel, per diem, and so forth?

Mr. Johnson. I don't have the specific amounts before me.

Mr. Hawkins. How many employees are there?

Mr. Johnson. One and two-thirds.

Mr. Hawkins. I assume the subcommittees meet monthly or how frequently?

Mr. Putman. Approximately monthly, yes.

Mr. Hawkins. The council meets when?

Mr. Johnson. Every other month.

May I add to that, the council meets every other month basically because of the shortage of funds. There weren't enough resources available, so what we did was schedule less full council meetings and held more committee meetings to stay within the budget.

Mr. Hawkins. That was the point I was driving at. It just seems to me in view of the funding of the council you couldn't possibly be expected to meet any more than that. You couldn't possibly do it.

Would you say that that amount is a real handicap to the council?

Mr. Johnson. It was a real handicap. Some of the additional study work that we had planned for the last year we were unable to do because of the lack of resources. With one and two-thirds men, you cannot do the quality of research and investigation that is required by the council and mandated with that amount of money.

Mr. Hawkins. Do you have an office furnished to you or do you rent out of the $48,000?

Mr. Putman. We rent out of the $48,000. We get nothing from the State.

Mr. Hawkins. You have one office in the State?

Mr. Putman. Yes; that's correct.

Mr. Hawkins. Is that office located in Seattle?

Mr. Putman. It is located in Olympia, in the State Capitol Building.

Mr. Hawkins. Is that free?

Mr. Putman. We must pay for that out of our allotted funds.

Mr. Hawkins. That is all I have. Thank you.

Mr. Meeds. I am going to make this comment. I am struck as is the gentleman from California and also, I think, the gentleman from Minnesota, at the paucity of funds for your council. It seems to me that some method of better financing for a State advisory council is necessary if they are going to become more than an advisory council working on compliance documents, as you properly state. It seems to me they have to be better funded. They have to have more meetings. They have to involve more of the public in hearings to really get the proper input or they simply become the vehicle of the State coordinating council or the State superintendent of public instruction or whatever, in submitting this compliance document.

You might be gratified to learn we have heard this charge in every State we have been in. I think the low funding of State advisory councils is one of the very pertinent reasons for this fact. We are going to take it into consideration.

Thank you, gentlemen.

Mr. Quie. I recall what Mr. Jacobsen said about using the set-aside money for the breezeway. If that is the case, what kind of a mechanism do you have, as a State advisory council, to find out if that is being done and draw it to their attention?

Mr. Johnson. The only mechanism we have is a direct investigation of a particular area. We do not have a system by which the information is fed in to us on a regular systematized basis to make sure that compliance is carried out.

Mr. Quie. Then you aren't serving very much on a complaint basis. You are not conceived as an organization in the State where they can come with a complaint?

Mr. Johnson. No.

Mr. Quie. So the evaluation that is done here is that which you get from the coordinating council?

Mr. Johnson. And what we get through investigation.

Mr. Quie. To really do a proper evaluation job, it would require a tremendous increase in funds?

Mr. Johnson. Yes.

Mr. Quie. You ought to have more lay people so you are really meeting the needs of the State. I think that is an upgrading we ought to take into consideration in future legislation.

Thank you.

Mr. Meeds. Thank you very much.

[The complete statement of Mr. Johnson follows:]

PREPARED STATEMENT OF WALLACE JOHNSON, CHAIRMAN, WASHINGTON STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. Chairman and Members of the Subcommittee: I am Wallace Johnson, Chairman of the Washington State Advisory Council on Vocational Education. (See notes.) My remarks will be brief and based primarily on the attached report prepared for the National Advisory Council and upon our evaluations within our state. The National Council prepared a nationwide summary which has been provided to your Committee. (See Meeds' remarks.) We welcome you to the great State of Washington, a state that consistently ranks among the top states in vocational enrollment and quality of vocational programs.

The Washingon State Advisory Council believes that Public Law 90–576 has produced excellent results. One of the objectives of the Act was to make quality vocational education available to all persons in all communities of each state. Due to an exemplary network of community colleges throughout our state, five excellent vocational-technical institutes concentrated in our population centers, strong secondary emphasis and nationally recognized, inter-district cooperation, vocational education in Washington State is within ½ hour's drive of 90% of our population. Vocational enrollment in our state since 1968 has paralleled national growth, while our state's population has increased but 3½% during the period. The need and popularity of vocational programs has increased tremendously. Today about 46% of the enrollment in our state's community colleges is in vocational programs compared to 24% in 1967. A number of our vocational programs have waiting lists of over 2 years.

The National Advisory Council on Vocational Education has reported to your Committee that the national ratio of state dollars to federal investment is 4.7 to 1. In our State of Washington the ratio has averaged about 6.5 to 1 in the 5 years following passage of the Act. (See notes.)

Though the accomplishments of the 68 amendments have indeed been impressive, we still have a ways to go. One of the questions posed in the National Advisory Council's study is how long will it take before each state can adequately meet the needs of its citizens. We estimated that Washington State would be in good shape between 1980 and 1985, assuming continued federal leadership. But the majority of the states estimated that it will take until 1990 or beyond to accomplish the basic objective of the Act.

We also feel that the objectives of the Act, in terms of disadvantaged and handicapped, have not been adequately met. In spite of set-asides, in our state, for example, the percentage of disadvantaged students enrolled in vocational programs is about the same ratio as the proportion of disadvantaged to total population. Though some progress has been made, we feel our efforts must produce a higher ratio of disadvantaged enrollment.

Secondly, state plans as specified in Public Law 90–576 have become too much "compliance documents" rather than meaningful plans for accomplishment. The Office of Education's emphasis seems to be preparing a report detailing what the state is going to do with the federal dollars it receives, rather than a *true analysis of needs, establishment of priorities and objectives* and *plans to meet those needs.* A real State Plan should embrace both points of view, with the States held accountable for results.

The State of Washington has experienced difficulty with organizational structure emanating from the sole agency requirement to develop and administer the State Plan. We understand that other states have experienced similar difficulty, but we cannot speak for those states. In our state the "sole" agency turned out to be more of a coordinating vehicle while we believe Congressional intent was that the "sole" state agency would be responsible for *managing* as well as *planning* vocational education. The Washington State Advisory Council on Vocational Education is completely convinced of the necessity of a strong State Board as the sole agency that must be responsible and accountable for vocational education. In fact, our Council has a long standing policy statement in this regard which is attached for your information. Though Congress should not dictate to the state the structure of the State Board, perhaps it should emphasize, clarify and strengthen the original intent.

The states continue to have data problems. Washington is no exception. Some of those problems are caused by inadequate data systems within the state, but significant difficulty is caused by differences in data systems between HEW and the Department of Labor. The 1968 Act authorized $5 million to help resolve this problem, but that section was never funded. We believe the time has come for Congress to reconsider joint HEW-Labor funding for the development of a common data base.

It is the conclusion of the Washington State Advisory Council that *strong federal legislation is still necessary* because we have not totally achieved the goals we set for ourselves in 1968, and vocational education still has not been well-enough accepted by the educational enterprise itself. We believe that the new or revised federal act should contain greater flexibility for the states to make decisions regarding the use of appropriated monies. In short, we are saying that categorization should continue, but with greater flexibility. For example, we see no reason why Part C, Parts D and Part I could not be combined into one general category. Parts G and Part H could also be consolidated.

We urge the Committee to recommend continued set-asides for disadvantaged and handicapped.

We urge the Committee to consider forward funding as a part of any new or revised legislation. This would greatly aid the planning process and program continuity.

We urge that the new legislation strengthen the sole state agency role, or at the very least clarify and reiterate Congressional intent of single agency authority and accountability.

We support the concept of career education and urge the Committee to consider the strengthening of career development as a part of future legislation.

And lastly, we urge the continuation of the State Advisory Councils on Vocational Education and the National Advisory Council on Vocational Education. We believe that the State Advisory Councils and the National Advisory Council are meeting their intended purposes as set forth in the Act. These citizen advisory groups have become an effective force in planning assistance and evaluation of vocational education. They provide an avenue for citizen input available no other way.

The Washington State Advisory Council has researched public opinion and evaluated vocational education in terms of positive recommendations for improvement. We are pleased that 75% of our recommendations have been fully or partially implemented. Advisory Councils are contributing to improvement of vocational education and this was formally recognized by the State Directors of Vocational Education when in 1973, in assembly, they passed a resolution supporting the National and State Advisory Councils. We recommend continuance of the National and State Advisory Councils as a line item, and the only change we could recommend for improvement would be to mandate more lay citizen membership in the make-up of State Councils. As it now exists minimum requirements are weighted too heavily toward education and state agency membership.

In summary, we congratulate Congress and we congratulate this Committee for devising a piece of legislation that has produced such splendid results in so important an area (see notes). In spite of the accomplishments, we still do not reach enough people. In this great nation we continue to release 50 to 60% of our youngsters from education to the working world that are not prepared in terms of job skills, and perhaps even basic skills, to be employable. Continued national priorities in vocational education are imperative.

Thank you very much.

Washington State Advisory Council on Vocational Education

POLICY ON SOLE AGENCY

It is the policy of this Council to support sole state agency responsibility for all vocational education within the State of Washington. This sole state agency designation shall include administration of vocational education, or supervision of the administration thereof by local educational agencies, and control of Washington State and federal funds for vocational education.

Following Is a Report Prepared for the National Advisory Council on Vocational Education State of Washington, on the Impact of the Vocational Amendments of 1968—Public Law 90-576

Section 102

What amount of federal funds has your state received in each of the last five years?

Year	Amount authorized	Amount allocated	Amount spent	Carryover to next year
1974	(1)	6,975,973	(1)	
1973	(1)	6,501,480	6,127,658	422,210
1972	(1)	6,504,524	7,137,419	48,388
1971	(1)	5,279,144	5,702,889	681,283
1970 [2]	(1)	4,794,695	3,689,667	1,105,028

[1] Not available.
[2] As the question pertains to Public Law 90-576, we started with fiscal year 1970, the 1st year funds were available under that act.

If the full amount authorized had been appropriated, what amount would your State have received in each of the last five years?

There are no records available within our state on what may have been authorized.

What amount of the Federal funds were actually spent in each of the last five years?

The above table reflects the amount spent including carryover from the previous year.

If funds were held over from year to year, why was this done?

The delay in initial funding of PL 90-576 caused a large carryover from 1970 to 1971 and subsequent funding delays resulted in other carryovers.

SECTION 104(B)(1)(A)

What is the ratio of educators to non-educators on your Council? Should this ratio be different? If so, how?

The ratio of educators to non-educators on our Council is 1 to 3.6. In membership requirements, we feel the weighting of educators is heavy, but we have been able to compensate by adding more in the lay citizen categories.

SECTION 104(B)(1)(B)

To what extent has your Council been consulted on vocational education policy in the State beyond the writing of the State Plan? Please give examples.

We were mandated by our State legislature to make an evaluative study that impacted vocational education policy. We have been asked by our Legislature to testify on numerous occasions regarding proposed legislation affecting vocational education. The State Board in the past year has sought our opinion on overall Evaluation Policy, a Program Review Process and a study of the effectiveness of local advisory committees. They also regularly involve the Advisory Council in vocational orientation training for non-vocational teachers.

SECTION 104(B)(1)(C)

To what extent have the recommendations contained in our Council's evaluation report been implemented? Please give examples.

Progress has been made in implementing recommendations, particularly in the current fiscal year. A detailed status report is attached as Exhibit A.

SECTION 104(B)(1)(D)

What alternatives to an annual evaluation report would be more effective than the present system? What actions have you taken to follow up recommendations not adopted? Please give examples.

Generally, we feel the annual requirement is meeting the intent of the act. Nothing in the act restricts Advisory Councils from preparing interim or special reports. The December 1 deadline for the annual report does not allow finalization of all pertinent data, particularly from the common schools. Though more a matter of regulation, we recommend that the annual report due date be changed to February 1.

Most of the action taken to date concerning follow-up on Council recommendations has been a combination of staff contact and formal requests for status reports. Twice, in an effort to get long overdue status reports, we threatened to take the recommendations and lack of response to the public.

SECTION 104(B)(3) AND (4)

Have you found that other agencies (e.g. LEA's, public, private schools, post-secondary institutions) desire to use the Council as a resource? Please give examples of services provided.

SECTION 104(b)(3) AND (4)

Yes. First, requests for data normally in terms of published evaluation reports; second, requests for judgment or assessments of particular situations normally solicited through telephone calls to Council's staff; third, requests for Council staff to address faculty on the current status of vocational education; and last, requests to guest lecture classes of students in job outlook for vocationally trained people.

Is your Council able to function as the independent and autonomous agency the law and regulations require? Are there practices in your state that impede this?

Yes, we are able to operate independently and autonomously. There are no practices in our state to impede this except a reluctance to appropriate state funds to assist in supporting the Council. The attitude in our state is still too much, "The feds require advisory councils, so let the feds fund the councils."

SECTION 108

Are there problems in your State with the definitions provided in Section 108? If so, what changes should be made, and why?

We generally subscribe to the definitions as written.

SECTION 108(11)

To what extent does the State Board use private vocational training institutions? Please give data year by year.

We can find no instances of the State Board using proprietary institutions for training under PL 90-576. Considerable contracting is done with private schools for MDTA training. The State Board has established a proprietary school advisory committee to facilitate better understanding, cooperation and state planning.

SECTION 122

What has been the allocation of resources, in total dollars and in percentage of all vocational education dollars spent in your State, for each of the purposes under Section 122 for each of the last five years?

	1974	1973	1972	1971	1970
Total allocation, part B	6,827,023	6,217,001	6,213,164	5,001,295	4,779,695
Percent of total allocation	97.9	95.6	95.5	94.7	99.7
Secondary expenditure	(1)	1,269,450	1,220,546	1,123,604	1,137,845
Percent of total expenditure		21.2	18.5	19.9	30.8
Postsecondary expenditure	(1)	2,805,006	2,856,182	1,467,149	915,281
Percent of total expenditure		46.9	43.3	25.9	24.8
Adult expenditure	(1)	31,638	580,098	618,264	17,619
Percent of total expenditure		.5	8.8	10.9	.5
Disadvantaged expenditure	(1)	987,107	1,155,728	1,467,045	591,245
Percent of total expenditure		16.5	17.5	25.9	16.0
Handicapped expenditure	(1)	721,700	770,418	978,100	405,863
Percent of total expenditure		12.1	11.7	17.3	11.0
Construction expenditure	(1)	165,097	18,965		
Percent of total expenditure		2.8	.3		
Guidance and counseling expenditure	(1)	[2](547,514)	[2](177,161)	[2](29,285)	48,523
Percent of total expenditure		9.1	2.7	.5	1.3
Contracted services expenditure	(1)	0	0	0	0
Percent of total expenditure					
Ancillary expenditure	(1)	[2](2,247,469)	(1,295,556)	[2](584,733)	573,741
Percent of total expenditure		37.6	19.6	10.4	15.5
Total expenditures, part B	(1)	5,979,998	6,601,937	5,654,162	3,689,667

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[1] Not available.

[2] Figures shown in parentheses are included in other categories in the table and therefore are not included in the total.

SECTION 122

Are there problems with the definitions of post-secondary education, adult education, or other terms in your State? If so, how should they be changed, and why?

Yes, we have some difficulty. One problem is that we have vocational-technical institutes that are both secondary and post-secondary, so a "clean" reporting by those categories is very difficult. We also have a problem with "adult." We define "adult" as "supplemental", but this may create problems if all states do not interpret adult in the same maner.

We recommend that people characteristics and needs be emphasized in the definitions.

SECTION 122(C)(1)(5)

Are the definitions of handicapped and disadvantaged used in your State adequate? If not, how should they be changed, and why?

We are satisfied with the handicapped definition but we feel that disadvantaged definition is too broad for program application. We're not sure that this is necessarily bad, for in program use perhaps the definition should be refined in the procedures developed by the State.

Are 10% for handicapped and 15% for disadvantaged adequate in relation to need? Please document.

Probably not, but the real problem is that we simply do not know. We feel that insufficient analysis has been made to determine real need.

Are the set-asides used as maximum allocations rather than minimums in your State?

No, they are used as minimums.

Is there maintenance of local effort in programs for the handicapped and disadvantaged?

Yes.

What would it take to meet the vocational education needs of the handicapped and disadvantaged in your State?

With disadvantaged, we still tend to deal with symptoms rather than root causes, so progress has been slow. All efforts for the disadvantaged are not being tied together—vocational education and manpower training for instance. We do not feel the answer lies in massive transfusions of money. What we need is better total analysis of individual needs, better planning and forced coordination of all agencies dealing with the problem. Programs for the handicapped are much further ahead, but better coordination of all agencies involved is also necessary. More money is necessary for training facilities for handicapped.

SECTION 123(A)(1)

Is consultation with the Advisory Council adequate? What changes should be made?

Consultation on the State Plan is adequate. The advisory Council is included in the planning process from beginning to approval. After several years of frustration in this regard, we are now very happy with the Council's involvement in the State Plan.

SECTION 123(3)

Does the public hearing make a substantive contribution to the planning process? What changes would you suggest and why?

Our Council feels that the pubic hearings have contributed little to the planning process. It is done after the fact rather than before. We believe that public hearings should be held to assist in determining needs and evaluating how well those needs have been met in previous years. Our Council should be active in holding public hearings in order to assist the planning process. Our funding has been inadequate to conduct statewide hearings.

SECTION 123(4)

What effect do the regulations, guidelines, and management practices of USOE and the regional offices have on the planning process in your State? If there are problems, please give examples.

Certainly, regulations and guidelines are necessary for the planning process, but we have made the following observations on effectiveness:

1. The regulations and guidelines have changed frequently enough and in such a manner as to make historic comparison difficult;

2. The guidelines have tended to force more attention to format rather than to content of the plan;

3. The Reaction of our State Board was to produce a state plan that could better be described a "compliance document" rather than a true plan.

We have encouraged the Board to look upon vocational education planning as an extremely *comprehensive* function embracing total analysis of need, establishment of priorities and measurable objectives, plans to meet the needs, and finally, evaluation of the results. Planning should include all vocational education including manpower, and should embrace local, state and federal resources. Out of the comprehensive plan should be extracted federal reporting requirements. Our recommendations on planning have been carefully considered by our State Board staff, and planning has improved considerably.

Do OE requirements result in an understatement of the needs and of the resources that would be required to meet those needs?

The current planning process is backward; the tendency is to understate because we plan within anticipated funds. The process should be based on assessment of need, establishment of priorities and funding to accomplish those objectives.

SECTION 123(5)

Is the planning process inhibited by a lack of adequate data?

Yes, as we reported in our Third Report in November, 1972, the lack of standardization in data collection procedures in the various vocational education delivery systems raises serious questions regarding the reliability of any attempt to compare data in vocational education in our state. We cited lack of student follow-up and job projection data on a statewide basis. Due to our criticism and resultant recommendations, considerable progress has been made on job forecasting and student follow-up; however, insufficient progress has been made in our state in standardizing and centralizing vocational education data. We constantly urge the State Board to develop a true management information system. This is handicapped by our tripartite organizational structure as reported in our Fourth Report.

What forward funding procedures would permit federal dollars to be used most efficiently?

Earlier determination and notification of grants to the states are imperative to improving the planning process. We would also like to see an attempt made to allot at least some of the total appropriation on the basis of projected need and priority rather than formula.

Is data accessible to the Advisory Council to allow you to compare goals as stated in the State Plan with actual accomplishments? What changes are necessary?

To the extent data is available, it is accessible to the Advisory Council. Changes necessary to improve the system relate to organizational structure and the development of a management information system for vocational education.

SECTION 123(6)

In your State, what type of consideration is given to Parts A, B, C, and D?

Part A. Considerable progress has been made in developing a forecasting model to project manpower and job need. The model has been field tested and is operational.

Part B. Due to expansion of vocational facilities in our state, vocational training is within 30 minutes of 90% of the state's population. As mentioned in response to previous questions, we feel insufficient attention has been devoted to the needs of our disadvantaged citizens.

Part C. Sufficient attention is given to relative ability of LEA's to support vocational education related to their communities.

Part D. Sufficient emphasis has been made. Most LEA's have a good "handle" on costs. We are not satisfied with attempts to compare programs and delivery systems. As previously mentioned, our state needs a centralized management information system for vocational education.

Is there a problem of demographic data not accurately reflecting need? If so, please give examples.

Yes. We are not on the OES system. Also, our State does not measure youth unemployment.

SECTION 123(6)(G)

Are there instances in your State where LEA's were constrained in establishing needed vocational education programs because the State required them to raise funds that the LEA could not in fact raise? Please give details.

Certainly matching requirements are a constraint, particularly for new programs. At the start of a new program the tendency of the LEA is to want the program federally funded. Some programs have not been instituted because of the requirement, but accurate records of this have not been kept.

SECTION 123(7)

Are the minimum personnel requirements in your state realistic? What changes should be made, and why?

Yes, they have been recently revised and represent fair minimum standards.

SECTION 123(8)

Do vocational education planners receive adequate data from the employment services? Are there obstacles to cooperation? Please give examples.

No, the data received on forecasting job opportunities is not in a form usable by education. There is a willingness to cooperate, but the employment service says it has inadequate funds and time to design the forecast to meet educational needs.

What obstacles stand in the way of cooperation among agencies in the area of economic development? What changes should be made.

We have had a couple of instances of industries being courted by our Commerce Department, then being "scared off" by environmental concerns. One was an oil refinery, the other a copper mine. Rather than lack of agency cooperation, we believe this happened at the height of the environmentalist movement and therefore was a combination of factors.

SECTION 123(11)

What are the federal, state and local dollar expenditures for vocational education in each of the last five years?

	1973	1972	1971	1970
Federal expenditures	7,324,609	8,984,173	7,222,056	3,823,612
State and local expenditures	61,353,724	44,507,678	36,435,562	34,561,010

Extrapolating from the last five years, how long will it be before your state can furnish vocational education to "all persons in all communities of the state"?

This is very difficult to answer; however, based upon the progress of the past five years would indicate that we could be in good shape within the next 5–10 years assuming continued federal support. We now have some vocational education easily accessible to 90% of our population. We do not believe our goal should be to provide all programs and services in each community, but to have them reasonably accessible.

The problems of the disadvantaged will not be so quickly resolved so we are talking in long-range terms of 10–15 years.

SECTION 123(17)

After two years of experimenting with a new Table 3, are you satisfied with the way it is used by the State Board and with the review and approval process of USOE? If no, what changes would you recommend, and why?

Table 3 seems to be serving a useful purpose. The State Board uses it to good advantage, and we believe it has helped improve the planning process.

SECTION 123(18)

Has this provision resulted in the exclusion of the mentally retarded, educationally disadvantaged, or the handicapped from programs? Please give examples.

No, though we are not satisfied with the progress made, particularly with disadvantaged, we do not believe this provision has been a restraint.

The availability of educational equipment and facilities that would promote handicapped participation in regular vocational programs are limited. Only recently various schools and institutions have started improving the educational environment in the sense of making it more receptive to the handicapped individuals to pursue various vocational occupations.

SECTION 123(B)

How effective has the review and approval role of USOE been? If there have been problems, please give examples.

Both the central and regional offices have been helpful. We do feel that too much attention is paid to format.

In cases in which the State Board has declined to implement recommendations of your Council, without adequate documentation, has the Commissioner of Education adjudicated the matter? In such an event, was the adjudication to your satisfaction?

We have made no appeal to the Commissioner.

Has any local agency found it necessary to request a review? Please give details.

No.

SECTION 131–145 (C) AND (D)

Are exemplary programs directed at the needs of your State? What changes would you recommend, and why?

We have not been satisfied with initial efforts, but good progress has been made.

Is there an adequate system for the dissemination of the findings of research and exemplary programs in your State?

We believe a wider distribution of findings should be made, particularly when results may have broad application. Good progress has been made on dissemination in the past year.

Does the Board of Education offer financial or other incentives to local school districts to implement programs which have proved successful as exemplary projects?

No.

SECTION 151–153(E)

With the decline of Job Corps, is there now a need for residential programs in your state? Please give examples?

With the decline of Job Corps, speculations are that need does exist for residential programs here in the State of Washington. Currently, about 99% of the state vocational programs are on non-residential campuses. The only institutions that provide residential training are located in the penal/correctional institutions, schools for the deaf and blind, and a few others. We believe that an extensive feasibility study should be conducted to assess the needs of youth, ages 15 to 21, in urban areas, so that data can be substantiated on the needs and acceptance of vocational-technical residential programs.

SECTION 161(F)

How is the one-third mandated for the disadvantaged being used?

To provide relevant homemaking education to dropouts and young married secondary students and low-income families with special emphasis on consumer education, child development, and nutrition, detailed program information is available relating to the various programs upon request through the operating agencies, Superintendents of Public Instruction and community colleges.

ADDITIONAL QUESTIONS

1. Have separate Parts C through I helped or hindered the development of vocational education in your state?

We believe that our state has benefited from Parts C through I.

Could some, or all, of those categories be effectively consolidated into a single bloc grant for vocational education?

Certainly C and D could be combined. Excluding Part F, which we believe should be separate, perhaps all could be combined if the purposes of the bloc grant were clearly spelled out.

2. Will there still be a need for State Plans if there is consolidation? If so, do present state plan requirements need strengthening?

Yes, definitely. Consolidation would change the funding method but not necessarily the purposes to be achieved by the act. States must continue to get their priorities in order and be held accountable for results. The requirements and their use should relate less to format and be more concerned with content.

3. Do vocational education students in your state find jobs in the area of their training?

Though we are not satisfied with the accuracy of our data on a statewide basis, follow-up on 1973 completions indicates:

[Percent]

	Employed	Continuing education	Unemployed	unknown
Secondary	17	43	5	35
Postsecondary	58	12	6	24

Is this situation better now than it was in 1968?

Yes. Again, though we don't have accurate data, indications are a much improved employment rate.

Are legislative changes needed related to coordination of training or job openings?

No, we do not believe so.

4. How many students were enrolled in vocational education in your state in each of the last five years? How many were in secondary school programs each year? Post-secondary? If possible, please also give a breakdown of enrollments by program (e.g., distributive education, agriculture), by ethnic group and by sex.

See chart on next page.

	1973	1972	1971	1970
Agriculture:				
Total	23,717	15,680	16,080	13,305
F	(1)	1,957	1,297	(1)
M	(1)	13,723	14,783	(1)
D.E.:				
Total	20,384	16,764	11,039	9,782
F	(1)	7,434	5,092	(1)
M	(1)	9,330	5,947	(1)
Health:				
Total	9,122	6,957	7,672	6,039
F	(1)	6,167	6,434	(1)
M	(1)	790	1,238	(1)
Homemaking:				
Total	87,209	72,216	74,241	66,638
F	(1)	61,654	66,568	(1)
M	(1)	10,557	7,673	(1)
Occup. prep.:				
Total	8,509	6,570	4,568	1,549
F	(1)	5,208	3,964	(1)
M	(1)	1,362	604	(1)
Bus.-Office:				
Total	79,055	62,081	55,971	57,039
F	(1)	46,679	43,948	(1)
M	(1)	15,402	12,023	(1)
Tech:				
Total	8,485	9,185	10,608	8,614
F	(1)	1,697	223	(1)
M	(1)	7,488	10,385	(1)
T. & I.:				
Total	63,374	55,550	45,743	51,608
F	(1)	7,250	4,210	(1)
M	(1)	48,300	40,933	(1)
Other:				
Total	43,357	21,672		(1)
F	(1)	9,542	3,505	(1)
M	(1)	12,130	1,558	(1)

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[1] Not applicable.

ETHNIC ENROLLMENT

	1973	1972	1972	1970
American Indian	NA [1]	3,550	3,012	(1) NA
Black	NA [1]	5,657	5,426	(1) NA
Oriental	NA [1]	3,185	3,415	(1) NA
Spanish surnamed	NA [1]	3,553	3,430	(1) NA

[1] Not applicable.

5. What percentage of all secondary students did vocational students represent each year?

	Percent
1973	31.7
1972	35.2
1971	31.1
1970	36.6

6. How many vocational education teachers have taught in your state in each of the last five years?

	Amount
1973	6,763
1972	5,968
1971	7,068
1970	5,424

[Exhibit A]

STATUS REPORT ON CONSIDERATION GIVEN TO 1972 ADVISORY COUNCIL RECOMMENDATIONS

Recommendation No. 1.—The Legislature should direct the Coordinating Council on Occupational Education to develop and implement a more effective information system which centralizes and standardizes the information required for planning, coordinating and evaluating the total vocational education effort in the State.

Status.—Though not mandated legislatively, the Coordinating Council has taken some steps to improve the vocational education information systems. Under 1974 State Plan objective #11.1, the CCOE committed $38,710 to begin the design and development of an effective information system. Additionally, under State Plan objective #5.2, $94,966 is committed to the gathering and assimilation of data for auditing which will be relevant to many aspects of an effective information system.

Recommendation No. 2.—The Coordinating Council for Occupational Education should implement a vocational graduate follow-up survey with certain common information to be collected by all public vocational delivery systems.

Status.—The CCOE funded research projects during the past two years to develop student follow-up systems, one for use by community colleges and one for high schools. The community college research led to a uniform follow-up system that is now operational in the community college system. The high school follow-up approach has been field-tested, but to date no attempt has been made to implement the system statewide.

Recommendation No. 3.—The Coordinating Council for Occupational Education should examine the feasibility of an employer-based follow-up system.

Status.—Though some research projects have been undertaken that might have some bearing on this recommendation, basically little has been done to examine the feasibility of such an approach.

Recommendation No. 4.—The Coordinating Council for Occupational Education should assign high priority to the development of evaluation systems for vocational education programs.

Status.—Considerable effort has been made by CCOE to install meaningful evaluation. Under State Plan objective #5.1, $263,970 has been committed to develop evaluation and audit models. Additionally, a Quality Assurance group was created organizationally, was staffed and is now operational.

Recommendation No. 5.—The Coordinating Council for Occupational Education should publish the results of research and exemplary projects and should see that all school districts and interested educational institutions are informed regarding these projects.

Status.—The Coordinating Council for Occupational Education has funded a retrieval system from ERIC which will provide a printout of all documents in the system pertaining to a given subject. This service is available to educators at no cost and is computerized. There apparently has been no emphasis to circulate key findings from research projects that may be of general interest.

Recommendation No. 6.—The Coordinating Council for Occupational Education should assign a high priority of staff and funding for the field testing, refinement, and expansion of its present efforts to relate manpower requirements to vocational enrollment.

Status.—Under State Plan objectives #6.3 and 6.4, $38,054 is committed to further updating of forecasts and planning guidelines, and a model development to forecast five emerging occupations. To date, the application of the forecasting model has been mostly within the community college system. Additional emphasis is needed for application to vocational-technical institutes and high schools.

Recommendation No. 7.—The State Board of Education and the Coordinating Council for Occupational Education should include within their respective certification requirements of all teachers an exhibited competence in the following: a. Orientation to the "world of work" and concepts of career education; b. Counseling and guidance skills with career emphasis.

Status.—Minimum standards adopted into the State Plan speak to experience requirements for certification of vocational teachers; thus the world of work competency would not be relevant there. Knowledge of the techniques of counseling and guidance and concepts of career education are appropriate prerequisites to certification of vocational teachers, but apparently nothing has been done with this recommendation.

No response to this recommendation has been received from the State Board of Education. However, materials supplied by the Office of the Superintendent of Public Instruction[1] indicate that little or no reference is made to career guidance and counseling, career education or the value of non-teaching work experiences in teacher training and development.

Recommendation No. 8.—The Coordinating Council for Occupational Education and the Office of the Superintendent of Public Instruction should take steps to expand Project WAVE so that it is available to all teachers and counselors in the State of Washington.

Status.—The Coordinating Council for Occupational Education has budgeted three additional WAVE workshops over 1973 and has committed $101,277 to the effort in objective 1.4 of the 1974 State Plan.

Recommendation No. 9.—The Coordinating Council for Occupational Education should design and conduct special workshops in vocational education and career education concepts for school directors, trustees and administrators in all delivery systems.

Status.—The 1974 State Plan objective #1.2 calls for five workshops for 150 directors, trustees and administrators to "become better informed on vocational and career education concepts . . . ."

Recommendation No. 10.—The State Board of Education should include within its existing occupational education requirements substantial attention to the development of good work attitudes and habits and human relations skills required in the working world.

Status.—To our knowledge, nothing has been done with respect to this recommendation. In fact, no response to the suggestion was received from the Board of Education. Response from the Superintendent of Public Instruction indicates that attention was called to the recommendation but no action is reported. Though the CCOE concurred with the recommendation, we are aware of no efforts by the Council to implement the recommendation.

Recommendation No. 11.—The State Board of Education and the State Board for Community College Education should see that good work attitudes and habits and human relations skills are given increased emphasis in the vocational training programs under their jurisdiction.

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[1] Pamphlet: *Certification of Teachers and Administrators,* Superintendent of Public Instruction, 1962.
Pamphlet: *Standards for Teacher Education,* Superintendent of Public Instruction, 1962.

Status.—Response from the State Board for Community College Education indicates that following receipt of this recommendation, each college reviewed its curriculum with its occupational advisory committees with work attitudes and human relations skills in mind.

No response from the Board of Education was received. The Superintendent of Public Instruction indicates staff attention was called to the recommendation, but no action is apparent.

Recommendation No. 12.—The Cooperative and work study models for occupational education should be given real encouragement in overall funding patterns and special effort should be made to expand this "on-the-job" experience model for vocational training.

Status.—In 1973 the CCOE awarded a research grant to develop guidelines for a cooperative program in office education. A manual was prepared and workshops held to implement the program. We are aware of no other efforts on the part of the CCOE.

Recommendation No. 13.—The Coordinating Council for Occupational Education should plan and conduct employer conferences involving management, labor and vocational educators to explore meaningful ways to expand on-the-job training experiences.

Status.—During 1973 the CCOE adopted regulations mandating the establishment of local program advisory committees. This undoubtedly will have some beneficial effect, but there has been no concentrated effort to explore ways for employers to expand on-the-job experiences.

Recommendation No. 14.—In conformance with P.L. 92–318, the Legislature should create a Postsecondary Education Commission with membership broadly representative of the general public and all major elements of post-secondary education in the State. At the appropriate time the Advisory Council on Vocational Education will make recommendations regarding this Commission.

Status.—This requirement of the federal act was not funded and implemented; therefore, the recommendation is not appropriate until such time as the request is effected.

Recommendation No. 15.—The Legislature should mandate a study of state-level organization of vocational education to be made within one year after the creation of the Postsecondary Education Commission. The study should be conducted by the State Advisory Council on Vocational Education.

Status.—Senate Floor Resolution No. 73–71 mandates such a study. The resolution stipulated a select senate committee to make the study rather than the Advisory Council as recommended. A report of senate study results is not due until late 1974. The Advisory Council undertook an independent study reported November 1973 under separate cover and entitled, "*Vocational Education in Washington State: A Study of Administrative Organization.*"

Recommendation No. 16.—The State Advisory Council on Vocational Education endorses, in general, the recommendations made in the report on SCR–2 by the Superintendent of Public Instruction dated September 7, 1972.

Status.—This recommendation called for no specific action.

Recommendation No. 17.—The Cordinating Council for Occupational Education should spearhead efforts to maximize use of vocational education school facilities.

Status.—Facility use will be monitored under evaluations and audits as planned by the Coordinating Council for Occupational Education Quality Assurance. The Coordinating Council for Occupational Education, to our knowledge, has not aggressively pursued positive ways to maximize facilities.

Recommendation No. 18.—The Coordinating Council for Occupational Education should establish on-going communications with training groups within business, industry and labor.

Status.—In their initial response to this suggestion, the Coordinating Council for Occupational Education committed themselves to develop, by August 1974, a system of regular contact with business, industry and labor groups.

Recommendation No. 19.—The Coordinating Council for Occupational Education should place more emphasis on studying counseling and guidance in our schools.

Status.—As a result of a similar recommendation in our Second Report [3], the Coordinating Council for Occupational Education organized a task force to "study the effectiveness of career counseling in our common schools system, to report findings and to make recommendations for improvement arising from the study." This past summer the Coordinating Council for Occupational Education issued a progress report. In essence, the task force recommended a career counseling model, institution of career counseling workshops and the design of a survey instrument to determine the current status of career counseling in the state.

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[3] Second Report, Part 1, State Advisory Council on Vocational Education.

Recommendation No. 20.—The Coordinating Council for Occupational Education should initiate a study of the effectiveness of local advisory committees as a follow-up to change in State Plan regulations on advisory committees.

Status.—A study is underway by the Quality Assurance group of the Coordinating Council for Occupational Education. Both the study methodology and survey instrument were reviewed and critiqued by Advisory Council staff.

Recommendation No. 21.—The Coordinating Council for Occupational Education should, in developing its next State Plan, draft subgoals that specify desired accomplishment in measurable or verifiable terms.

Status.—In working to better its planning process the Coordinating Council for Occupational Education has improved in developing measurable objectives. Further emphasis is needed. As a case in point, the Coordinating Council for Occupational Education's own analysis of 1973 State Plan accomplishments acknowledges that eight of its own objectives apear not to be measurable.

Recommendation No. 22.—The Coordinating Council for Occupational Education should increase its emphasis on meeting minority vocational education needs.

Status.—The Coordinating Council for Occupational Education has employed a staff specialist and has completed several pilot projects to identify types of programs needed and most effective program utilization.

Recommendation No. 23.—The Coordinating Council for Occupational Education should assign higher priority to leadership development as an adjunct of vocational education.

Status.—The Coordinating Council for Occupational Education emphasized student organizations in its late 1972 reorganization. Since that time, numbers of active chapters and student membership have shown modest increases—13% and 14% respectively. Leadership development has been added by the Coordinating Council for Occupational Education as a standard for vocational program approval.

Mr. **Meeds.** Our last witness before lunch will be Dr. Walter Johnson, district president, Spokane District 17; a member of the State board for community college education, who will be accompanied by students, Robert Curl, of Green River Community College; Sgt. Gil Davis, one of Everett's finest, of the Everett Police Department.

STATEMENT OF WALTER JOHNSON, DISTRICT PRESIDENT, SPOKANE DISTRICT NO. 17, STATE BOARD FOR COMMUNITY COLLEGE EDUCATION, ACCOMPANIED BY ROBERT CURL AND SGT. GIL DAVIS

Mr. **Curl.** Dr. Johnson left, thinking you would be adjourning for lunch.

Mr. **Meeds.** Dr. Johnson is not here?

Dr. **Johnson.** I am Walter Johnson.

Mr. **Meeds.** Dr. Johnson, we are endowed, as they are in Minnesota, with a number of Johnsons. I beg your pardon if I misintroduced you.

Please proceed, sir.

Dr. **Johnson.** In my discussion with Mr. Mundt as to the possibility of what might be said to this group, it occurred to me that you have heard across the Nation statistics; you are going to receive this morning many, many statements concerning statistics and the future of vocational education.

As I listened, I became a little bit concerned that what I was going to say would probably sound like some person with a doctor's degree pontificating to you with not much relevance to what was going on.

But, as we move down the road, I think what I have to say is specifically related to the topic under discussion and will be related to many of the things you have heard this morning.

I made some notes as I listened. First, I would like to compliment Bruce Brennan on the tremendous job he did in outlining the vocational activities in the State of Washington.

If I might move back into history a little bit, quite a bit, and then move forward in the field of philosophy in vocational education and education in general.

This nation was built upon a concept, as you well know, that an educated citizenry is necessary for the conservation of our democracy.

Accepting that, we developed a philosophy which was more of a rationalist philosophy, promulgated in early days by people such as Robert Hutchinson, of the University of Chicago, and others, that the only thing we needed to do to educate a man was to cultivate his intellect, develop his thinking ability, and he would have the tools, then, and the reasoning to accomplish all tasks.

I would hasten to add that that concept, that philosophy, is still prevalent in higher education. We face it every day in the institution I represent. That may have been sufficient in those days when probably 10 or 15 percent of the high school graduates attended institutions of higher learning. Of the number who enrolled, probably 50 percent of them graduated, and this Nation could accommodate that small percentage of the population in those kinds of educational endeavors.

I offer a suggestion that today when 50, 60, 75 percent plus, in some areas, high school graduates are entering colleges, and the number graduating is much higher than in the past, that this Nation no longer needs that kind of educational institutions but must shift gears—and this is what this committee, I understand, is attempting to ascertain—how that shifting can best be accomplished, into an educational framework where we do educate people in fields of endeavor that are related to and relevant to everyday life. In other words, to prepare people for those areas where the jobs exist.

I am under the opinion that if we can—and I am speaking from the standpoint of higher education—place vocational education in a spectrum where it will be recognized by the fathers and mothers of the Nation who have a dream of a college education for their children, they will accept the fact that the youngster who happens to be enrolled in a body and fender class at the college level is a college student. Then we will have accomplished a great deal.

With that, I would like to move to a little perusal of some of the written material I have.

I have briefly stated two philosophies. The one that it seems to me legislation should be based upon is decisions of what should be taught and the way it should be taught are made by reference to the usefulness of the knowledge in our everyday lives.

The Federal Government should recognize that education is a process which continues through life and persists most effectively in the years of maturity, thus the need for adult vocational education.

I think that educational self-dependence can be best developed when a student is permitted to work at tasks that have meaning and significance to him. This goes back to some previous testimony where there was mention made of the enrolling or forcing of students into music, sex education, et cetera. Maybe those areas had meaning and relevance to those students but, in my opinion, the legislation should be designed so the student can make that choice, as to whether or not that kind of education is relative to their vocational objective. It may be for some students; it may not be for all students.

Continuing self-education, self-initiated, I believe, is most likely to take place where the student has attained expertness or a sense of mastery in a few fields of enduring interest or use, rather than smatterings acquired in a great many fields.

Again, this refers to some of the previous testimony which relates to a specific vocational objective, rather than a shotgun approach to preparing people or citizens for employment.

It seems that direct experience, planning, organizing, manipulating, constructing and investigation, in conjunction with reading and the acquisition of knowledge, are best pursued voluntarily. In other words, do not force academics on post-high-school students simply because an educator feels it is in the interest of a "well-rounded" student. Maybe some students should be in that mold, but perhaps not all of them.

I think of an instance in the past where a new President arrived at a college and immediately instituted a requirement that 50 percent of the work of the vocational students must be academic. In that particular school, the percentages were very active because 50 percent of the students in the body and fender program failed the first year and the GPA went down because they weren't able to master history, psychology, and philosophy. They were put on academic probation and removed from the college.

Again, this goes back to legislation based upon a philosophy, if the Federal Government is going to finance vocational education, it should be related to and designed to prepare the individual for gainful employment. If that individual wishes to be a well-rounded individual, I think there are many other avenues available to him.

Tools of learning, such as mathematics, science, and the use of English, to have meaning as well as to be most economically mastered, should be connected immediately or in the process of learning with the ends for which they are instruments, rather than acquired as separate disciplines vaguely related to possible distant use.

I am using these examples because this is the only way I know to illustrate things. In a police science program at one time we required speech of all the students. It wasn't very successful. I take off my hat to the ladies. Occasionally they have a good idea. We did have a lady speech teacher who came on the staff and said, "Would you fund me so I could spend 3 months with the police department in Spokane to see the kind of speech that the policeman who is on the beat needs?" We did, and as a result, there was a judge's docket, there was a courtroom atmosphere set up so that the police science students studied speech in a setting that is the same they would be required to use to testify in court. It is very successful and the dropouts in the class diminished significantly.

This is what I am talking about in this philosophy, relating the learning to the immediate objective.

Education programs should make allowance for the difference between different students and the same students at different times, and recognize there is a wide individual variation of subject matter or problems with sufficient meaning or interest to engage the student in active learning that will lead to understanding.

It seems to me Federal legislation should be very wary of the restriction of age limits, recognizing that people have different interests at different ages, the stratifying of enrollment periods. Because people have an interest at a given time, 6 months or a year later that interest may not exist, or their opportunity or need for education may not exist.

The next philosophy may be somewhat in variance with some of the things I have said previously.

Intellectual development cannot and should not be isolated from the development of the whole personality and the student's educational program should give proper weight not only to intellectual factors in personal growth but also to physical, emotional, moral, and esthetic factors as well.

I hasten to add, in those programs where that type of education is necessary, it should be funded and an integral part of a vocational program.

For example, physical training is a definite, required part of police science training. Art, at least we are told by our cosmetology instructors, is a very definite part of cosmetology training. Baking, cake decorating, these kinds of esthetic values are involved in those kinds of purely vocational programs. If they are related, they should be funded and a part of vocational legislation.

Educational institutions have a responsibility for providing direction and basic education for the student's career choices, in other words, vocational counseling and guidence. I find this broadly interpreted as his total life decisions, and also to prepare for specific occupations in many fields, or not to use the "shotgun" approach. I am saying an educational institution should have a variety of educational offerings, so a student is not forced into a specific occupation because that is the only type of education offered in that institution.

It seems to me the community college should not force the student into the liberal arts and general education programs. There perhaps should be opportunity provided for those students in a vocational program who have the interest and ability and the decision to participate in programs that will develop their social, cultural, economic, and political background.

I am saying that I would hate to see this Nation set up two separate stratified educational tracts, which is common in the European nations, where we would separate people and say these people will go this way and get a higher education; these go this way into vocational education, and never the twain shall meet.

I hope the legislation will not promote that kind of a division among our students.

In conclusion, may I be permitted to paraphrase a statement you have probably heard many times from John W. Gardner, which I think is pertinent to the type of hearing you are holding, in which he says:

An excellent plumber is infinitely more admirable than an incompetent philosopher. The society which scorns excellence in plumbing because it is not an exalted activity will have neither good plumbing nor good philosophy. Neither its pipes nor its theories will hold water.

I would hope that community colleges of America have developed, at least the majority of them, in light of a philosophy that is in harmony with the concept that all men are created equal, that all are entitled to an opportunity for education, regardless of whether it might be academic or vocational or otherwise, and it would be funded by the citizens so that this objective can be accomplished.

I thank you.

Mr. Meeds. Thank you, Dr. Johnson.

[The complete statement of Dr. Johnson follows:]

PREPARED STATEMENT OF DR. WALTER S. JOHNSON, PRESIDENT, WASHINGTON STATE COMMUNITY COLLEGE DISTRICT NO. 17

Mr. Chairman and committee members, my comments will be directed toward a basic philosophy which should undergird all legislation as it pertains to vocational education.

Many educators and the institutions they represent have not responded to the needs of our complicated technologically based society. This problem is most graphically illustrated by the fact that two opposing philosophies of the nature and purposes of higher education in America have been elaborated during the past quarter century. These opposing philosophies have significance for today's discussion.

One philosophy assumes that the distinctive factor in man is his rationality, and the cultivation of man's reason is the sole aim of education, or, of life itself. Since the reason is a separate entity, cut off by definition from its physical and social origin, and is everywhere the same, education must be everywhere the same.

This point of view envisions post high-school education as non-vocational, non-professional, and non-specialist. Our schools thus become comparatively fixed and static institutions.

The student who thrives on the program of studies set before him will succeed. According to this view, on the other hand, those who are not attracted to such studies or who fail in them are not academic material.

The pressures for education especially vocational education in a dynamic technological era are constantly increasing but only a limited proportion of the people possess the kind of ability and/or interest required to profit from the rationalist pattern of education.

Furthermore, such a philosophy is in violent conflict with the early history of this nation when it was recognized that the fate of a democracy, perhaps even its survival, was contingent upon an educated citizenry. To the early statesmen, this meant the total citizenry, not just a few of the elite.

Authoritative writers, such as, Robert Hutchins, Mortimer Adler, Bryan Hollingshead, and many presidents of private liberal arts colleges have advocated the rationalist position which obviously is not conductive to the growth and development of vocational education.

Those who subscribe to the realist or opposing philosophy advocate a realistic approach to education and strive to arrange an educational environment in which it is possible for the individual to find his own way toward full development. *Decisions as to what should be taught and the way it should be taught are made by reference to the usefulness of the knowledge in our every day lives.*

Knowledge is conceived, not as an end in itself, but as a means to a more abundant personal life, and a stronger, freer social order.

It is my personal belief that any and all legislation pertaining to vocational education should be based upon the philosophy of the realist and provide for the fact that all men share common needs as citizens, as individuals, and as members of families.

Educational laws should not concentrate upon the likenesses of men but should be cognizant of their differences and should provide for the establishment of differentiated courses of a specialized nature to train men for their occupations.

The federal government should recognize that education is a process which continues through life and persists most effectively in the years of maturity thus the need for adult vocational education.

Post High-schools should accustom its students to the habit of engaging voluntarily in learning experiences rather than of submitting involuntarily at certain periods to formal instruction.

Such educational self-dependence can be developed most effectively if the student is permitted to work at tasks which have meaning, significance, or interest to him.

Continuing self-education, self-initiated, is most likely to take place where the student has attained expertness, or a sense of mastery in a few fields of enduring interest or use, rather than smatterings acquired in a great many fields.

That direct experience—planning, organizing, manipulating, constructing and investigating, in conjunction with reading and the acquisition of knowledge—are pursued voluntarily.

The tools of learning such as mathematics, science, and the use of English, to have meaning as well as to be most economically mastered, should be connected immediately, or in the process of learning, with the ends for which they are instruments rather than acquired as separate descriplines related vaguely to possible distant use.

Educational programs should at all points allow for the fact that between different students, and in the same student at different times, there is wide individual variation in the subject matter or problems which have sufficient meaning or interest to engage the student in active learning that will lead to understanding.

Intellectual development cannot and should not be isolated from the development of the whole personality, and the student's educational program should give proper weight not only to intellectual factors in personal growth, but also to physical, emotional, moral, and aesthetic factors as well.

Educational institutions have a responsibility for providing direction and basic education for the student's career choices, interpreted broadly as his total life decisions; and also to prepare for specific occupations in many fields, or for further intensive education toward the various professions.

The community college should offer the liberal and general education essential to the development of men and women as well-rounded individuals and as members of their social, cultural, economic, and political communities.

All of the aforementioned philosophies and/or their component parts can perhaps be reduced to the intrinsic worth of man and how he can best be prepared to play the role most beneficial to himself and society.

In conclusion, may I be permitted to paraphrase John W. Gardner. "An excellent plumber is infinitely more admirable than an incompetent philosopher. The society which scorns excellence in plumbing because it is not an exalted activity will have neither good plumbing nor good philosophy. Neither its pipes nor its theories will hold water."

In conclusion, may I state that the truly comprehensive community-colleges of America have developed in harmony with the realist philosophy.

Mr. MEEDS. Would you two gentlemen like to make a short statement, either or both of you?

Mr. CURL. We were prepared to.

Mr. MEEDS. Please proceed.

STATEMENT OF ROBERT CURL, VOCATIONAL STUDENT, GREEN RIVER COMMUNITY COLLEGE

Mr. CURL. Mr. Chairman, members of the committee, ladies and gentlemen, I have come here today in support of the vocational education program as it is currently operating in Washington community colleges.

I would like to start with a little background of myself. I'm a native Washingtonian, born in Everett and raised in the Bothell-Kenmore area. I graduated from Bothell Senior High School in 1965 with a grade point average that was somewhat less than admissible into the University of Washington. It was probably just as well, because I really didn't want to go through 4 years of general sutdies and not really be specialized in one field after those 4 years.

I worked three short-term jobs and realized I was not building a future toward myself and my future family to be. As you will recall, 1965 was one of the peak years for the draft, due to the Vietnam conflict.

Rather than be drafted and taking my chances, I went in one day and sat with an Army recruiter and looked over their guaranteed educational programs, which would be useful in civilian life. I decided that air traffic control held the most challenge and potential for these needs.

In March of 1966, I enlisted in the Army and went through their air traffic control training school at Keesler Air Force Base, Biloxi, Miss. I was then transferred to Europe and, after 2 years, became the tower supervisor at the busiest Army airfield in Europe.

After being in air traffic control for a few years, I decided this was the type of work I wished to pursue when I was once again a civilian. Realizing, though, that there is a definite difference between military and civil air traffic control, I wrote the FAA at home for any information that might help with transition from military to civil air traffic control.

The FAA thanked me for my interest and told me I would have to wait until I was out of the service and then apply with the Civil Service Commission and wait my chances. My parents sent me a newspaper clipping that stated an FAA official in Washington, D.C., had proclaimed that Green River Community College had the No. 1 rated air traffic control school in the United States.

I was released from active duty in February of 1969. In the meantime, I had taken on a wife and the responsibilities thereof, so I didn't feel at that time that I could just go to school. I again was looking for employment and again had three short-term jobs. The last of the three developed into a 3-year job and in the second year I was promoted to branch manager with a national company. I realized before the end of that third year, however, that within the next several years there was no place for me to advance other than just a branch manager.

So, realizing this and wanting more of a future for myself and family, and the fact that we had just become parents—this was kind of a blessing for us, of course, but it also makes it harder to quit work and go to school—the wife and I decided I would go to school part time in the evening while working full time. I would go to school at Everett Community College with the idea of transferring to Auburn, Green River Community College, in the fall of 1972. My wife would go to work and if my part-time schooling and her full-time work worked out satisfactorily, I would enroll.

In September of 1972 I did enroll at Green River Community College for the air traffic control program, as well as the transportation program; realizing that Civil Service does the hiring for FAA and the possibility that I may not be hired or, if I were hired, it may take quite some time, so I wanted to cover my employment bases, so to speak, so I took up a second field of transportation.

Both fields were quite educational and interesting. I maintained a 3.69 cumulative grade point average in both degrees concurrently, which is some indication of what I thought to be the quality of instruction and maintaining my interest.

Several of the other students that I became acquainted with—for example, Gary Laurich, is now with Republic Freight Systems as terminal manager; Carla Hagan is now with the Port of Seattle in management; and Milke Bourlier is now with Sunvan, a national moving and storage company. Some of these positions opened up before the people were through college. Most of them were working within a week or two after college.

I graduated in the 1973–74 school year. Within a week of my graduation, I was hired as a district manager for the State of Washington for a national transportation company.

I feel that the quality of instruction, the hard- and soft-ware training aids, the flexibility of the program, being able to study a certain phase and then go off to such places as the Seattle-Tacoma Airport to the tower or to the Auburn approach control center, to actually see what we have been studying, as well as to have the qualified people instructing the programs who have had many years in the field, rather than just the book knowledge, so to speak, themselves through a university, I feel this adds to the program immeasurably.

Due in part to my interest in both programs, I became active in Delta Nu Alpha, transportation fraternity, through the Green River chapter. I later ran for and was elected to the present office of president of this fraternity.

The fraternity itself is primarily a function to get students and businessmen in the field together, and to get feedback from both sides so we know what we should study in school and what will be expected of us. Also, if you know the people ahead of time that are in the industry, it will help you find a job once you are through school.

During the 1973–74 school year, there were 18,201 full- and part-time students at Green River Community College. Over 40 percent of these students were enrolled in at least 1 of the 27 vocational education programs offered. I feel that these vocational education programs are worthwhile and necessary to the future of our economy and our statistics, employment statistics. I am proud to say that a portion of the taxes I am now paying go for the furtherance of this education.

I will conclude by saying that I hope that these or similar programs are available to my 3½-year-old daughter when she is old enough.

Thank you.

Mr. MEEDS. Thank you, Mr. Curl.

Mr. MEEDS. Mr. Gil Davis.

STATEMENT OF SGT. GIL DAVIS, EVERETT POLICE DEPARTMENT, EVERETT COMMUNITY COLLEGE

Sergeant DAVIS. The Everett Police Department became the vehicle of my profession on October 6, 1967. Three months later, I and numerous other recruits from the surrounding area began a 4-month school in basic law enforcement at Everett Community College. The purpose of this school was to teach the rookie officer all of the basics he would need to make him effective in his chosen vocation. The basic school does accomplish its purpose; however, there are some areas which are covered only lightly, due to time and cost constraints.

Some time after completion of basic training, I became aware that my work revolved around citizen service more than crime-busting I had envisioned. In this area of service, I felt inadequately trained to offer the counseling and advice that my work demanded on a daily basis. To be able to listen attentively, assume an emphatic role, and issue sound, realistic guidance with logical alternatives were skills I had not acquired to a sufficient degree.

I felt I needed to do something to upgrade myself and my position. I returned to Everett Community College as a student, taking courses which I felt would assist me in my job and which my counselor assured me would ultimately lead to a degree.

In my opinion, the gains from attending Everett Community College have upgraded my position as a police officer, as a police supervisor, and as a human being. There is a feeling of self-respect gained from successful completion of educational courses that influence a person's self-perception. With a highly positive self-perception, a person is more apt to be motivated and perform above standards.

I can now go forth in my profession with a feeling that I can deal with others on an even keel. My education has given me the multidimensional view so vital to be effective in our changing society. It has given me the tools and skills to enable me to do a more professional job in meeting the goals and objectives of law enforcement.

I might expand a little. As I was listening to Dr. Johnson here, I originally began school at Everett when it was Everett Junior College in 1960. My only purpose, really, for going to school then was to play football. I did quite poorly academically, dropped out, did some odd jobs, and like Mr. Curl I also elected to join the Army rather than be drafted. This way I got the schooling I wanted in the Army.

After I came out of the Army in 1966, I came on the department in 1967 and I have been a student ever since, part time, but I have been an on-and-off student for about 14 years now.

Mr. MEEDS. Thank you very much, Gil.

I will start with you, Gil. Do you feel that the education which you received at Everett Community College has significantly enhanced your ability to perform the functions in your chosen field, law enforcement?

Sergeant DAVIS. Yes, sir.

Mr. MEEDS. You stated that you found you were more involved in citizen service than crime busting. Was the course in law enforcement relative to citizen service, more relevant to citizen service, than crime busting?

Sergeant DAVIS. Dealing with people, which is primarily what we do, I found, as have other officers in the past, that we needed to know why people were doing the things they were doing and what kind of advice we could possibly give to them, through the social studies types of courses, which were a great help to me, as were a lot of psychological courses and sociological courses, particularly the police courses and organizations in management helped me to do what we were supposed to do.

Mr. MEEDS. Mr. Curl, as I understand it from your testimony, you actually majored in two things, air traffic control and transportation, and you ended up in transportation; is that correct?

Mr. CURL. That's correct.

Mr. MEEDS. Did you complete the course in air traffic control?

Mr. CURL. Yes; I have a degree from both courses.

Mr. MEEDS. Do you feel you could obtain work in the air traffic control field?

Mr. CURL. I hope to do this; yes.

Mr. MEEDS. You prefer that over transportation?

Mr. CURL. I think that I would; yes. I have more of a background in air traffic control. I have just been working this summer in transportation.

Mr. MEEDS. That is what rather amazes me. It seemed to me from your testimony that you really preferred air traffic control and ended up in transportation. I am interested if you feel the course was sufficient to enable you to step into a position in air traffic control.

Mr. CURL. Most definitely.

Mr. MEEDS. Why haven't you done so?

Mr. CURL. This is done on the hiring through the Civil Service. I scored well on a civil service test. I had a 92.7. However, there are many 105's due to the 10-point veterans' preferences. When they hire each area, these people get chosen first. It is my understanding that in each area they are authorized so many bodies, per se. Funding plays a big part in it also. They still need more controllers than they are able to provide, but I do hope to get back into air traffic control.

Mr. MEEDS. But your failure to be in air traffic control today is in no way ascribed to inadequacy of the course?

Mr. CURL. Definitely not. Mr. Joseph DeJoie, the head of the Air Traffic Control Department, Green River Community College, lets each of the students know collectively that completion of the course is in no way going to guarantee you a job. This is something that is governed wholly through the Civil Service. But we are completely qualified.

Let me back up a moment. I assume you gentlemen are aware that the Federal Aviation Administration does have a school, several schools, in fact, in Oklahoma City, Okla. Many of the students that graduate from Green River Community College that I know of have not been required to go to this school. All other potential new-hires must go to Oklahoma City. Green River graduates just start with on-the-job training. This speaks highly of the program.

Mr. MEEDS. Yes; this speaks quite highly of the program.

The gentleman from Minnesota.

Mr. QUIE. Mr. Curl and Mr. Davis, what did it cost you to go to the community college to study?

Mr. CURL. As far as tuition, sir?

Mr. QUIE. Yes; out of pocket.

Mr. CURL. Each quarter of tuition was $81.30 plus books and naturally supplies. I was assisted through the Veterans' Administration on this.

I also maintained an 18 to 19 credit hour average. Some quarters I was up over 20 credits. Twelve is considered full time. This, of course, is at no extra charge, once you paid a flat fee of $83. It is less if you take less than full-time credits. If you pay the full $83, you can take as many credits as you can handle. If you go over, I believe, 18, you have to get approval from the registration office.

Mr. QUIE. If you had been under 21, would it have been different? In Minnesota if you are under 21 or have been in the service, you can go free.

Mr. CURL. I wish it were that way here.

Mr. QUIE. Is it the same thing if a person is under 21?

Mr. CURL. Unless you are on a grant of some sort, I believe everybody pays the same. Vietnam veterans get a reduction in tuition. Other than that, it is my understanding everyone pays the same.

Mr. QUIE. What did it cost you at Everett?

Sergeant DAVIS. Approximately $75 a quarter and generally $30 in books, $30 a quarter. These were reimbursed. The city paid mine upon successful completion of the course.

Mr. QUIE. I want to direct a question to Bruce Brennan. When you talk about State-Federal-local expenses going into vocational education, does the local include the payment these gentlemen made, or is that something additional that goes into vocational education?

Mr. BRENNAN. The fees that are collected from students are considered to be a local revenue.

Mr. QUIE. What about the community college? Is that outside of your bailiwick?

Do you know, Dr. Johnson?

Dr. JOHNSON. Yes. The $83 fee that these gentlemen mentioned is a fee that is set by the State legislation. That is the maximum fee per student per quarter based upon what they consider a full-time student or 15 quarter hours. It can scale down because a portion of that, $14.50, is student activity fees, and the local community college district has the option of setting their own student activity fees as long as it doesn't exceed the $14.50. Everybody pays the same, regardless of age.

The Vietnam veterans that the gentlemen referred to do pay that fee. The only difference is the State pays it for you.

The specifics to your question, now, the tuition is based—the activity fees are for student activities—$47 of the tuition goes to the State as bond retirement for construction of facilities.

I might add, with the exception of a recent $50 million bond issue in the State, the community college student is the only student forced to pay for the building in which he receives his education.

The balance of the money, then, the $27, goes into a local operating budget, but they are State institutions, so specifically the answer is "Yes," that money is State money.

Mr. QUIE. Dr. Johnson, I think you have made an excellent statement. I like it when people get into the philosophy of education, as you did so well here.

I gather that you don't want to divide education into either/or, but rather use the rationalistic approach to vocational education?

Dr. **Johnson.** Absolutely. I think you have two good examples of that right here.

Mr. **Quie.** You talk a great deal about decisions that have to be made by the student himself. What you are really trying to teach is an understanding of concepts. In other words what a person feels and thinks. Is that what you are doing in both areas? Is there any way to do that until the person is ripe to start absorbing it?

Dr. **Johnson.** I don't know.

I might digress a bit. There was a study done, I can't think of the man's name because it's been about 30 years ago, but it delved into the background education of our national leaders, many of whom were Congressmen. You gentlemen are not old enough to have been included in that study.

The amazing thing he discovered that, in direct contradiction to the type of thing we are trying to do, that is, to squeeze our education down to the third grader, the 3-year-old, the 2-year-old, the preschooler, and so forth, the people who became leaders of the Nation normally started their education at a later date, 7 or 8 years of age. A recent psychological study indicates that.

This has a bearing on your question, that I think when people are ready for these educational programs they will succeed and they cannot be spoon fed. Take these young gentleman here. Although he was forced through circumstances to delay his education because of the Army, because of jobs, marriage, and other things, maybe that was a blessing in disguise, because when he did enter into an education program, he was ready. Perhaps he would not be ready if he was able to enter the University of Washington at 18 years of age.

Mr. **Quie.** There are many studies that indicate that many individuals have to be 8 years of age before they are ready to move into it.

My question is, do you wait until that happens within the person or is there something that education can do to stimulate the growth so it develops earlier?

I am not talking about whether it occurs at 7 or 8 or 6 or 5. I am talking about the low averages in high school.

Did something happen in the education system that set up some barriers that prevented you from graduating earlier?

Mr. **Curl.** Well, let me answer by saying that I could have done better; I just didn't care; I was not interested at that point in my life in going to school every day.

Mr. **Quie.** I recognize that is the truth. A doctor I talked to says that 80 to 85 percent of all illnesses are psychosomatic, but whether they are psychosomatic or not, they are just as ill. So you didn't do well because you weren't interested in it.

Can you look back in your education and analyze yourself to be able to point and say, here is something that stood in the way of my having that interest? Have you found out what it was that developed your interest in the military so you were able to grapple with the concept when you reached that point as a traffic control officer or before you took that course in the military? It seemed to be that ripening age.

Mr. **Curl.** I think, as was common with a good many of us, when I was high school age, 16 through 18, I thought I knew a great deal more than I really did.

After I did graduate from high school and was in the job market, I realized that I wasn't quite so smart as I thought I was, and I think that this was a maturing factor with me more than anything else, so, rather than just looking for a good time, I established some goals for myself.

Dr. JOHNSON. Educators have not reached a point where we can speed up the maturing of individuals as we might with growing plants by more sunlight, less water, fine fertilizer, or chemicals. I don't think we have that ability. Sometimes we probably help unknowingly by some of the things that we do.

Mr. QUIE. An educator or researcher said to me that at least two-thirds of the educationally disadvantaged are caused by the school system, rather than the cultural and social background of the students.

Dr. JOHNSON. I would say, barring psychological or physical disabilities or mental disabilities, he is probably right. It is a poor commentary on the system.

Mr. QUIE. The other question I would like to ask you is whether you think evaluation could tell the quality. I have a feeling that some individuals went through the liberal arts concept they call rationalisms, which really deals in feelings rather than rationalism and, therefore, they ended up never being able to rationalize?

Is that same thing true in the teaching in air traffic control or the training in human relations? It could be, as you mentioned, the body and fender, and intellect actually is enough that they can remember all of the instructions that go into it. When I was a chemistry student, they called it a cookbook chemist. Are we producing a cookbook chemist as a graduate or are we graduating people who have concepts that they carry with them? The ability to handle the whole diversity and flexibility necessary to handle their job?

Dr. JOHNSON. You could write a dissertation on that. I think we are still turning out cookbook chemists. Hopefully, we are moving away from that concept. The young man in the air traffic control program pointed out the relationship between the actual air traffic control operation, the visits to the field, the airfields, so they had an understanding of what goes on, so when they go back to the classroom they can see the relationship between these.

In the academic area, if we ever move into that field, I think we may go a long way toward accomplishing the objectives you stated.

There is a national move to develop course objectives. This is something new in the field of academia. Course objectives started in 1917 in vocational education. This has caught up with academia.

I think you can develop course objectives in chemistry. What should a chemistry student know when he finishes that course and how should he be able to apply it? This should be done in psychology, history, et cetera. We haven't done it very well.

Mr. QUIE. Thank you. That is one of the most intriguing points in education.

What I would like to see is the National Institute of Education be financed adequately so they could do some work on that. I think we are just beginning to scratch the surface of what the potential of education is.

These people have expressed in their statements what is available to individuals. There was a time when they would have been cut off at the end of a formal high school education which was not fulfilling their needs. But now we are beginning to move into education throughout the entire life. Whenever the time comes that you can handle it, you can move into these concepts.

Mr. MEEDS. The gentleman from California.

Mr. HAWKINS. I have no questions.

Mr. MEEDS. We are going to break for a little while for lunch. I understand there is a cafeteria where we can eat. We would like to have any of you join us with the caveat that we are unable to pay for your lunch.

We will recess for one-half hour.

[Whereupon, the subcommittee recessed at 12:45 p.m., to reconvene at 1:15 p.m.]

AFTERNOON SESSION

Mr. MEEDS. The General Subcommittee on Education of the Education and Labor Committee of the U.S. House of Representatives will be in order for the taking of further testimony on the Vocational Education Act Amendments of 1968.

Off the record just a moment.

[Discussion off the record.]

Mr. MEEDS. On the record.

Our first witness this afternoon is Arthur Binnie, who is the State director of the Coordinating Council for Occupational Education.

Art, please come forward.

You have a prepared statement which we can enter into the record which you can summarize or read into the record if you choose.

Mr. BINNIE. Thank you, Mr. Chairman.

Should I restate for the record my name and position?

Mr. MEEDS. Please do.

STATEMENT OF ARTHUR A. BINNIE, STATE DIRECTOR, VOCATIONAL EDUCATION AND EXECUTIVE OFFICER, COORDINATING COUNCIL FOR OCCUPATIONAL EDUCATION

Mr. BINNIE. My name is Arthur A. Binnie. I am the State director of vocational education and executive officer of the Coordinating Council for Occupational Education.

In this State, our agency compares to what most other States call the State board for vocational education.

In complying with your letter to be somewhat brief in my remarks, I will just pick out a few key points from the testimony that I submitted to you.

Mr. MEEDS. Very well. Without objection, your prepared statement and exhibits and attached letters will be made a part of the record at this point.

Mr. BINNIE. That's fine.

[The complete statement of Mr. Binnie follows:]

Prepared Statement of Arthur A. Binnie, State Director of Vocational Education and Executive Officer, Coordinating Council for Occupational Education, State of Washington

Mr. Chairman and Honorable Members of the Committee: My name is Arthur A. Binnie. I am the State Director of Vocational Education and the Executive Officer of the Coordinating Council for Occupational Education. Our state agency compares to what most states have traditionally called the State Board for Vocational Education. It is unique both in name and in many aspects of its functional relationships within state government. Those uniquenesses are a part of what I want to report to you today since they have contributed since 1967 to the successes Washington State has experienced in implementing the Federal Vocational Education Acts.

My purpose today is to quickly review the state of the art. We have achieved growth both in quantity and quality of programs that is—very significantly—a balanced growth across the state's common schools and community college systems. Then, I propose to review and describe the implementing steps, including a glimpse of the organizational structures that our state is employing to create and support this state of the art. Lastly, I propose to share some of our thinking about certain plusses and minusses, as we perceive them, in the development and direction of vocational education at the Federal level.

In presenting these perceptions, bear in mind that I wear two hats. This provides me the opportunity for viewing vocational education from both the policy development level—wearing my hat as Executive Officer of the policy-setting Council, and viewing the operational aspects—the implementing steps—while wearing the State Director's hat.

About a year ago, Chairman Perkins asked our office a series of questions about the state of the art in Washington State. He was asking, in some very perceptive questions, for an accounting of our stewardship. As we gathered and organized data in response to those questions, I believe we produced a comprehensive view of this state's progress under P.L. 90–576 in the years from 1963 to 1972. Those data also include, in thoroughly identified categories, projections for 1977.

I have carefully reviewed those data and the questions upon which they were constructed. We have moved two years further into the 1972–77 projection period since that report was completed. But our biennial data, including FY–1974 is not yet finalized. Therefore, I have attached our response to Chairman Perkins to this report as a detailed view of the state of the art. From more recent data that has become available, we are getting some closer fixes on the projections it contains. I see no occurrences or trends that might suggest those projections are significantly inaccurate.

In other testimony here today you have heard some of the key portions of this data. My colleagues have told you of the over-all growth of vocational offerings, the increases in enrollments, and the high priority which our citizens place on improving the state of the art as evidenced by the dollars of local and state support that overmatch Federal dollars almost 7 to 1. You have also heard about some of the unmet needs still existing. By most comparisons it appears that we in Washington State are moving ahead in positive directions. Perhaps just dollars being invested is not the most reliable indicator of progress.

But if we accept the data of Project Baseline as a reliable standard, their latest tabulations approached a completely different indicator; the numbers of persons being served. Project Baseline shows that our state is serving 66.3 persons per thousand in vocational programs. The range, across the states, was reported from a high of 89.7 per thousand in Utah to a low of 14.6 in the District of Columbia. By rank order, Washington State is third in the nation. Within that figure, the secondary school vocational clientele was being served on the basis of 33.9 per thousand population, which ranks 7th nationally, and the post-secondary clientele were being served at 19.7 per thousand which ranks first in the country.

Let me cite one or two extreme examples from the Baseline data in order to approach my next point. The State of Delaware, for instance, ranks 7th in overall vocational enrollments per thousand population . . . 56.9 compared to our

66.3. In the secondary systems, Delaware ranks 2nd . . . 55.5 compared to our 7th ranked 33.9. But in the post-secondary systems, Delaware serves 1.6 per thousand . . . ranking 45th compared to our first ranked 19.7. Georgia serves 35.7 per thousand in secondary schools, 1.8 more than Washington State. But in post-secondary, Georgia serves 3.6 compared to our 19.7 . . . and is ranked 33rd compared to our first.

I submit that further exploring these data, and many other similar studies, evidences an equity in Washington State that is not matched elsewhere. The intent of the Congress to make vocational education opportunities available for everyone, has been interpreted here to mean just that . . . everyone. And I submit further that a very important reason exists to explain that equity in our state. That reason is the unique structure for vocational education management that evolved under our state laws. In place of the traditional structure in which the vocational education agency has been grafted onto or carved out of another portion of the states' educational heirarchy, our state created a new and free-standing agency. Serving both the common schools and community colleges, it is the creature or captive of neither.

Community College Director John Mundt alluded to our state's unique structural arrangements in his appearance before your committee a few weeks ago in Washington, D.C. Testifying on behalf of the American Association of Junior Colleges, he suggested that we may well have a model structure working that has some potential for application in other states.

This may not be the forum in which to explore such a suggestion in depth. But it surely relates to your overviewing national vocational education for me to emphasize the relationship that any states' internal structure bears to the success of the expectations of Congress. Much has been said about maintaining intended directions through the device of categoric funding. Much has been said about securing desired results through carefully drawn Federal regulations. But the fact remains that those, or any combination of Federal controlling devices, appear to succeed only when they are matched with equally enlightened state-level management.

I do not mean to imply that the kinds of skewing in secondary vs. post-secondary funding priorities that I illustrated a moment ago are brought about by persons with bad intentions, seeking to thwart Congressonal intent. I am certain their intentions are fully honorable. Nor, do I advocate that in ordering our priorities we should ignore state and local needs to the extent of instituting an inflexible set of national priorities. But I must confess that as I explore priority-setting within many states, there does appear to be an almost axiomatic result stemming from self-interest. The theorem appears to be that the highest priorities for vocational education always exist in the particular segment of the educational system to which the vocational agency reports. With remarkable frequency, enlightened self-interest prevails in practice.

I agree with Director Mundt's suggestion that the equity maintained between the two delivery agencies in our State is atypical and that it merits some careful consideration by other planners. The role in that which has been and is being played by our wholly independent state vocational agency is inescapably linked to the outcomes we have been experiencing here.

Make no mistake. Maintaining an effective equity in the face of equally persuasive and sometimes opposing urgings from our partners is not an easy matter. I sometimes must remind my colleagues that we are not necessarily seeking equalness while we search for equity. But he fact is, making objective judgments is certainly enhanced when the vocational agency is divorced from vested interests in the delivery systems. We apply management-oriented decision making, evaluating where the needs are and applying dollars based on WHAT is being proposed for kids in classrooms, not WHOSE classrooms the kids are in. Watchdogging against the subversion of developmental dollars to maintenance and operation purposes becomes more effective also when it's not the *watchdog's* M & O problems that need solving.

Because of Mr. Meeds' real interest in some of our state agency operations, I will take just another moment to report on some recent state-level developments related to implementing the Federal vocational education acts.

We Northwesterners may have a reputation for unorthodoxy and what occurred July 1 of this year will undoubtedly add to that reputation. In the interests of seeking improvements in our vocational programs, our agency suggested that perhaps the delivery agencies could get some tasks done better than we could by continuing to do those tasks ourselves. That's unorthodox approach number one . . . admit that somebody else may get the job done better. Number two, I advocated and have agreed to reassign about a third of our agency's personnel. As a task force, they will work for a year under the direction of the Superintendent of Public Instruction. And I am dedicated to making that work out so well that in the joint evaluation targeted for next May, those assignments may become permanent. You KNOW that bureaucrats aren't supposed to offer a third of their staff to another agency!

These staffing alterations and the negotiations that brought them about have helped provide solutions, or potential solutions, to certain functional problems. Chiefly, to the improvement of program development, youth group leadership, instructor certification or other competence assessment, and inservice teacher education. It would be a mistake, however, to view these alterations as having "solved"—and I put that word in quotes—all of our real or imagined problems in state level administration. Insofar as our administrative remedies can take us, these and other functional alterations that are still to be worked out move in positive directions. Where there are problems within the statutes, however, administrative agreemens obviously cannot provide the necessary remediation. What can and I sincerely hope may yet emerge administratively, is an agreed-upon package of legislative remediation designed to correct some of these otherwise insoluble problems.

Now, let me move rapidly to some final remarks about pluses and minuses in legislation at the Federal level.

If our scenario contains victims and villains, certainly the states have become the victims of the appropriations process villains. Our State Advisory Council chairman already told you here today that it's tough to run the railroad on a funding base on continuing resolutions. When the additional uncertainty of a potential impoundment is added, much in the way of useful planning just grinds to a halt. I don't know what the reasons for this are. Each member of our Congressional delegation seems determined to improve it. And perhaps this year will prove to be the turn-around point, with HR-69 having passed and been signed. I hope so . . . and I won't belabor THAT point further.

On balance, I am disappointed with the outcome thus far of the promised new vocational leadership from the U.S. Office of Education. The potentials of the 1972 amendments have not been very expeditiously developed. If there is some new impact by vocational education in the Federal heirarchy, it hasn't yet reached the Northwest territory. I hasten to add, however, that within the constraints under which they must operate, the Region X Office of USOE has built and maintained an excellent working relationship to our state offices. That is, however, in my judgment, the result of their doing a good job in spite of the system, not because of it.

Related to those 1972 amendments, our governing board adopted a carefully constructed definition for "Industrial Arts—Vocational" into the State Plan just a week ago tomorrow. Together with some start-up regulations, we expect to translate that change in the Federal act into improved programs by the time of our next budget cycle.

As one final event relating to the 1972 Amendments, Mr. Chairman, I appeared earlier today for the first time as a member of our State's Council for Higher Education; more particularly, a representative on that Council in fulfilling its role as the state's 1202 Commission. Despite the inexplicable abdication of the U.S. Office from its initial and rightful insistence to review the "broad and equitable representation" of these commissions demanded by the Act, Governor Evans has moved ahead to bring that kind of balance about. I am really optimistic that the little planning funds were received may hatch out some usable new directions in this year ahead.

In reviewing recent Federal developments, I must express my keen disappointment [illegible] the House action to reduce Part I research funding by 75%. In any business enterprise, research investments protect the integrity of the product. Education is little different. It is particularly disappointing when not only single states' research was affected but the national curriculum network was jeopardized by this $3 million loss. I believe that the six-state curriculum laboratory being operated by our agency at this time is one of the most resultful projects recently undertaken. It has been an excellent investment from a cost-benefit standpoint and a most useful tool for the vocational educators. At the time of passage, as you know Mr. Chairman, I voiced real concern for whatever priority decisions brought about that reduction and was joined in that by numbers of my colleagues from the National Association of State Directors.

In conclusion, I want to express my gratitude to the subcommittee for the concern that your being here to conduct this hearing represents. There are times in which those of us in the field are isolated, or we think we are, from the decision-making processes at the Federal level. It is reassuring to have this kind of opportunity to communicate our concerns and to express our appreciation for the support you have provided us. I believe the record of our stewardship in Washington State is a good one. We have carefully invested Federal dollars in strict accordance with the purposes for which they were appropriated. Those dollars have produced measurable improvements. I assure you that our agency proposes to continue that careful stewardship.

Thank you.

VOCATIONAL EDUCATION COORDINATING COUNCIL FOR
OCCUPATIONAL EDUCATION,
Olympia, Wash., June 18, 1973.

Hon. CARL D. PERKINS,
Chairman, General Subcommittee on Education, House of Representatives,
Rayburn Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: In response to your request we are pleased to provide data relating to vocational education program activities in the State of Washington. The interest and concern displayed by your office in the cause of improved vocational education opportunities has been widely noted and deeply appreciated by those of us on the firing line. Enlightened cooperation between the Congress and the States is a key constituent of successful progress. I applaud your leadership in bringing that about.

Your letter requested a variety of comparative data. As you noted, there can be some difficulties in responding when data collected in past years may have assumed a format in collection and storage that is incompatible with the manner in which your questions are asked. However, to the best extent possible, the enclosed data responds to those questions. Please feel free to ask for additional clarification in any event where we have not provided sufficiently responsive information.

Again with thanks for this opportunity to be of service, I am,

Sincerely,

ARTHUR A. BINNIE,
State Director and Executive Officer.

A number of very significant steps contributing to improvements in the delivery of vocational education services to the people of the State of Washington have occurred within the past ten years. A cardinal underlying rationale underlying many or most of these has been the refocus of emphasis from "program centered" planning and activities to "people centered" planning and activities. Encouraged by Federal leadership in the Vocational Education Act of 1963 and the Amendments of 1968, our State's legislative and administrative response to meeting new and reshaped occupational training needs has been positive and resultful.

Chief among these has been the very creation of this agency; a unique freestanding statutory body whose entire responsibility it is to administer the programs of vocational education, or supervise the administration thereof, under the State Plan for Vocational Education. Serving both the statewide common schools system and the statewide community college system from an independent, objective, statutory base, this Council has provided leadership and direction that compliments legislative priorities at the Federal and State levels that urge rapid expansion and improvement of the delivery of vocational education services.

The concurrent (1967) action by the Washington State Legislature in creating the statewide system of community colleges has provided additional vehicles over which to deliver these services. From a 1967 base wherein approximately 24% of the programs in community colleges were vocational in nature, that ratio has grown to approximately 44% today. In real numbers terms for FY–1972, secondary vocational programs served 132,801 persons while postsecondary programs served 125,194 persons in the combination of 89,624 community colleges enrollees plus 35,570 enrolled in the five Vocational-Technical Institutes operated under common school jurisdiction.

It cannot go unnoticed that the U.S. Office of Education's 1971–72 survey of the 50 states indicated the per-capita support at the state level for vocational education ranked the State of Washington first in the nation. Legislative appropriations and locally generated funds have, together, provided first class support for the vocational education enterprise in our State. This, we believe, says more about where our citizens put their priorities than all the rhetoric which could be written about the philosophic acceptance of occupational education's goals of providing alternatives to baccalaureate-level job objectives.

We believe also that implicit in this acceptance of alternatives to college-level studies is the implementation and acceptance of long held beliefs within our State in what has now been conceptualized as "career education" nationally. A philosophy that visualizes an educational process as a continuum, providing the competencies suited to the needs of the individual as they are needed by the individual. A process which does not preclude later opportunity. A process which succeeds in breaking the lock-step progression terminating at whatever level its initial continuity is interrupted. A process that demands flexibility of itself instead of its user.

Vocational education is only one component of that process. But the lessons learned regarding student-centered service delivery over the years by the vocational education community have well prepared that community to provide leadership in applying those learned lessons across the whole spectrum of education . . . whether that be the extension of career awareness into the lower grades, or the applications of career orientation into high schools and beyond, related to programs of career preparation.

Nothing about this process says "you shouldn't go to college". Instead, it says to some that there are satisfying, needed, rewarding occupations that don't require college degrees to enter. Further, it says, many exist which will never make the requirement for degree holding. But the real promise of the process is contained, in our judgment, in the absence of the "either/or" implication that unless one embarks upon and uninterruptedly completes professional preparation, only severely diminished later opportunities to do so would exist. It was this ultimatum, perpetuated in large part by higher education itself, that had to be dispelled. We believe great progress toward that goal has been made in Washington State.

Perhaps your question about our views of the "growth of vocational education within (your) state" was not designed to elicit these perceptions of philosophic concepts. However, it has been a long held personal belief of the undersigned that continuing to explore "vocational education" in isolation from the whole of the educational process has resulted in some distortions in public perceptions of our efforts and progress. Certainly one of these, at least, has been to perpetuate the separation of "vocational" from "general" education and contribute to the implication that somehow something less than total success results from a vocational education. Therefore, I left that "growth", as evaluated in the detailed data that follows, merited also being viewed in the total perspective of growth that has occurred in the educational process within our State. In my judgment, only part of "growth" is measured in numbers. An equally important part is not easily measured since it relates to philosophies and perceptions. But in long term effect, the latter may be more important than the former . . . growth in numbers *follows* growth in perceptions.

Proceeding then to the specifics of your questions, the following data has been assembled to match, as nearly as possible, the schema your questionnaire established.

Table 1 responds to question #1, total enrollments for FY–63, 68, 72, projected FY–77.

Question #2 and its subsections relate to data based upon programs conducted under Part B of PL 90–576.

Table 2 responds to question 2(a): job training enrollments in high school programs.

Question 2(b) asks for some perceptions of the growth and development in Federal job training programs for youth and adults, highlighting the initiation or expansion of newer jobs: emerging occupations. Although unrelated to Part B funding as stipulated to be the parameters of this section of the response, Federal job training does imply the activities of MDTA programs, covered in some additional detail under question 2(f). These MDTA sponsored programs have consistently produced useful, innovative approaches to training with many applications to parallel vocational needs throughout the system. We believe additional values have been developed by our employing a system of competitive bidding for these programs wherein a variety of local educational agencies are obliged to rethink their approaches to training problems in the face of competition from other local educational agencies. In both terms of time and costs, this has proven productive. In term of cost/benefit results, our insistence on successful placement as a key component of the contract selection process has steadily raised the success ratios. These same institutions frequently apply lessons learned under these specially funded programs to their regular curriculua. Directly relating to Part B programs, I believe a useful correlation can be shown in Table #1, indicating growth and projected growth in certain key areas. Health occupations are rapidly expanding. You will note the growth pattern from a little less than 2000 in 1963, more than tripled by 1972 and almost tripled again in the 1977 projection. Part B funds have supported critically needed new programs of training for Emergency Medical Technicians, medical and dental paraprofessionals and community health aides. In the field of public service, we have also employed Part B funds for essential fire service training and contributed to police science development and coordination. These aids to public health and welfare are of great value to our State's citizens while simultaneously providing employment opportunities with rapidly expanding futures for the trainees. The opportunities are equally applicable to new entrants to the labor market and retraining and upgrading needs. You can note also the cyclical nature of Technical (16) training, following the pattern of Washington's general economy. The 1963 to 1968 reduction, a 1972 plateau and the more than doubled 1977 projection tracks the decline and resurgence of engineering-related jobs in our labor market. Many specific technical skills have been developed to compliment the State's industrial developments in aerospace, forestry, sea resources, agricultural engineering and ship building and repair, in addition to others. You will note also the steady growth of the category "Distribution", as service trades and marketing needs expand with the economy. A special emphasis has been placed on the development of training programs within the scope of the hospitality industries as the business of tourism becomes one of Washington State's growing economic resources.

Table 3 relates to questions 2 a+c the Posthighschool enrollments, further refined to reflect the division of postsecondary training in our State between the statewide community college system and the five Vocational-Technical Institutes that remain under the jurisdiction of the Superintendent of Public Instruction as part of the common schools system. A further factor in postsecondary enrollments is represented by a sector of the educational enterprise about which this agency's records contain only estimates; proprietary vocational schools. We estimate that an additional 20,000 persons per year are enrolled in these schools. That additional numbers do not appear in either Table #1 or #3 since factual information and breakdowns are not available.

Table 4 completes the response to question 2(a) relating to "adult" enrollments.

Table 5 responds to questions 2(d), Disadvantaged, and 2(e) Handicapped enrollments.

Table 6 responds to question 2(f) regarding those unemployed (which we equate with enrollments in Preparatory programs) and those employed but needing retraining (which are shown as Supplemental program enrollees). The third section of Table 6 responds to MDTA enrollment data and completes question 2(f).

Question 2(g) (1) asks for a detailed description of the methodology employed by this agency in distributing funds from Part B among local educational agencies. The following extracts from the State Plan for Vocational Education, designed and administered by the agency, portray those details.

Extract: State Plan, Part I, Administrative Provisions.

SECTION 3.26: CRITERIA FOR DETERMINING RELATIVE PRIORITY OF LOCAL APPLICATIONS

3.26–1 *Manpower Needs and Job Opportunities.*—The manpower needs and job opportunities are determined through: the endorsement of programs by appropriate local vocational education advisory committee(s) (See Section 3.42–1), a statewide employment/enrollment forecasting system which compares actual enrollment with work force trends and then measures the impact the actual enrollment has on demand, data from the Washington State Department of Employment Security, data from the U.S. Department of Labor, recommendations from the State Advisory Council, and data and surveys and other studies.

3.26-2 *Vocational Education Needs.*—The Coordinating Council for Occupational Education will annually identify vocational education needs of the groups of persons described in Section 102.51(a) as to not only reflect the delineations made in Section 102.51(d) of the regulations, but to also assure that there is a proper and equitable balance maintained among the various services and activities as covered in Section 102.51(b). Vocational education needs, showing continuing, changing, and/or emerging needs, will be measured by the incidence of dropouts, handicapped students, disadvantaged students and youth unemployment and other information.

The results of the evaluation records will be used as a basis for reviewing existing programs to determine the need for reoffering, improving or cancelling out programs.

326-3 *Relative Ability to Pay.*—The relative ability of a local education agency to pay for its educational programs, services and activities is not applicable because of an equalization formula for the common schools and because of state appropriations for community colleges.

326-4 *Relative Costs of Programs, Services and Activities.*—Relative excess program costs are factored into the state appropriated fund allocations to each local education agency, and therefore the basic excess costs are generally covered through state appropriations.

Examples of application

The encumbrance formula is based upon four factors specified by P.L. 90-576 (factors are underscored below):

Manpower Needs. 175 possible points.

Each new approved vocational program in an identified occupational area—25 points (Endorsement of vocational programs by an appropriate vocational education advisory committee constitutes identification of a need for training of manpower for specific occupations.)

Vocational Education Needs: 100 possible points.

Districts with a high incidence of high school dropouts—25 points.

Districts with a high incidence of disadvantaged students—25 points.

Districts with a high incidence of handicapped students—25 points.

Districts with a high degree of youth unemployment—25 points.

Costs of Program, Services and Activities: 725 possible points.

Certificated Vocational Direction—350 point maximum.

Vocational Supervision and Vocational Counseling—150 point maximum.

Dollars Spent by District for Vocational Education—225 point maximum.

(Data is based upon expenditure per full-time-equivalent vocational student using $900 as the minimum FTE expenditure. Nine-hundred dollars represents average basic and weighted revenue to district per vocational FTE.)

Ability to Pay: Covered by State Equalization Formula.

Following is the explanation of assignment of points per district.

POINTS EARNED BY "X" SCHOOL

I. Manpower Needs—175 Possible Points

New programs—Data was extracted from applications for approval of new programs in vocational education. These programs were those approved for first-time operation within a *district* during 1972-73. Each approved new offering (not class or section) has a value of 25 points and those processed after August 21 were not included at the time of the allocations.

II. Vocational Education Needs—100 Possible Points

Dropouts—Data for these entries was taken from annual consolidated A-1 reports (submitted annually to Administration & Finance) which contain dropout statistics for the 1970-71 school year. A scale consisting of reported percentages of dropout is developed and points assigned accordingly The greater the need for dropout prevention through improved vocational programming, the greater the number of points generated. Maximum of 25 points per district available. (Scale of .1% to 8.0%.)

Handicapped—Data was taken from the annual DVE 70-18 report of enrollments and completions in vocational education programs for the 1971-72 school year. A maximum of 25 points was assigned on a scale of .1% to 5.0% with districts having a high reported percentage of handicapped to total secondary students receiving the greatest number of points.

Disadvantaged—Data was gathered and analyzed in the same manner as for handicapped. The point scale ranged from .1% to 15.0%. Maximum of 25 points.

Unemployment—Data was taken from information supplied by the Department of Employment Security. This data was not supplied district-by-district, but by labor market area. School districts were then considered as being within a given labor market area and points were distributed accordingly with districts in high unemployment areas receiving the greatest number of points. The maximum number of points awarded any one district is 25. (Scale of .1% to 14.5%.)

III. Costs of Program, Services and Activities—725 possible points

Vocational direction—Data was taken from two questionnaires submitted by each district: Form C132-5 (Page 11 of the Annual Districtwide Plan for Vocational Education) and Memorandum No. 72-15. All vocationally certificated people named in these questionnaires were double-checked against data supplied by the certification office for verification of vocational certification.

A full-time, certificated Vocational Director receives a maximum of 350 points (prorated for less than full time). A vocationally certificated instructor serving full time in the capacity of a Vocational Director receives a maximum of 200 points (prorated for less than full time). A school administrator serving full time in the capacity of a Vocational Director receives a maximum of 50 points (prorated for less than full time). There is a maximum of 350 points for vocational direction in any one district.

Supervision and counseling—Data was taken from two questionnaires submitted by each district: Form C132-5 and Memorandum No. 72-15. All vocationally certificated people named in these questionnaires were double-checked against data supplied by the certification office for verification of vocational certification. A vocational counselor receives a maximum of 50 points for full-time vocational counseling (prorated for less than full time). There is a maximum of 150 points for combined counseling and supervision.

Dollars spent for vocational education programs—Data was taken from the F-196 Annual Financial Statement (Part II, Programs 20 and 28 Reports). Total district Program 28 costs were divided by vocational FTE's to determine district costs per FTE. A figure of $900, approximate 1971-72 income generated by each vocational FTE, was used as the base (basic support $365, .2 vocational support .3 high school support, .116 staff support, and other weighted support factors all total an average of approximately $900). A maximum of 225 points was assigned according to vocational FTE costs.

Variable matching of local funds for Federal funds

The nonfederal share of expenditures is based on statewide nonfederal expenditures. Only the total expenditures from the state' allotment is considered in determining the required nonfederal share of such expenditures.

The nonfederal share of state and local expeditures is the difference between the federal share and the total expenditures for the purposes for which a federal share is paid.

(Ref: State Plan 3.25-1)

Table 7 responds to question 2(g)(ii), displaying dollar amounts and percentages of allocations compared between cities and poor rural areas.

Table 8 responds to question 2(h), construction and equipment investments. Question 3 of your series relates to "Other Federal Programs".

Table 9 commences our response, displaying the numbers of persons served in our Exemplary Programs. In addition, details of these are shown in ATTACHMENT #1, completing the response to question 3(a). The progress is self-evident.

Question 3(b) relates to Residential Vocational Education. The State of Washington has no such centers and in all of the planning to date, no clear evidence is at hand to support a move toward establishing such centers.

Table 10 responds to question 3(c), consumer and homemaking education. We were able to incorporate the data in context with the revised questionnaire received from your office to supplant the orginal question 3(c).

Table 11 indicates the growth of Cooperative Education; question 3(d).

Table 12 responds to question 3(e); Work-Study programs.

Question 3(f) has been answered by the inclusion of a publication titled "Vocational Research Projects Funded in Fiscal Years 1971 and 1972". This publication summarizes some of our important research projects, funded under Part C monies.

Question 4 of your series relates to the outstanding contribution of our State Advisory Council within the last five years: In my judgment and while isolating one contribution is difficult, the Advisory Council's Second Report, published 1971, was outstanding. It's thesis dealt with the "image" of vocational education held by a selected sampling of six publics within our State. 1000 responses were selected for exhaustive analysis. Of real value to the professional legislator and the publics themselves were the positive images which emerged. In further response to the question, detailed responses have been filed by our office to each of the succeeding annual reports, including details of appropriate steps taken to implement noted improvements. These have included closer working relationships with their Council's Public Information Committee, longer time-lines for their input to the development of the State plan for Vocational Education, the establishment of periodic joint meetings between our two bodies, and improvements in local advisory committee requirements and use.

Your question 5 asks for a summary and recommendations. I believe the data enclosed adequately reflects the progress made through the investment of Federal funds in the vocational education program, statewide. Certainly, it would be a first order recommendation that the Congress and the Administration cause the appropriation and allocation process to occur in a more regularized and more timely fashion. As a manager of an enterprise, convinced of the values to adequate planning, the uncertainties of funding in these past years has worked to the serious disadvantage of progress.

In response to the specific question of the "Better Schools Act of 1973" it is a matter of record that I joined a large number of my counterparts across the country in voicing strenuous opposition to this proposed legislation. The proposal to totally wipe out the existing vocational education legislation and replace it with as incomplete a set of working principles as is contained in that Act cannot help but alarm me. Its threat to Consumer and Homemaking Education alone is alarming. The thrust of the Act toward elementary and secondary education to the exclusion of postsecondary education is inexplicably counter to all recognized evidence of increasing needs for vocational services by adults. It must also be recognized that the abruptness with which the Act proposes to completely supplant existing Federal prescriptions contained in guidelines for categorical funding with as-yet unprepared State mechanisms can well lead to chaos. If, indeed, such a transition is desirable, most certainly the opportunity to make such a radical transition must be provided to the States.

As a final comment, relating to the decentralization of the U.S. Office of Education, I believe myself to be enough of a realist to recognize the potential loss involved in any decentralization. That is, the loss of a power base. In the struggle to gain attention among the many priorities competing for the ear of the Congress and the Administration, splintering the policy setting centers to some form of regionalization can seriously reduce the net effectiveness of the Office of Education in the legislative arena. Moreover, in terms of precedents emerging from policy setting, the creation of precedents by each of the Regional offices will be, cumulatively, less effective and more confusing than what has been the case in a centralized office. I find little to support the rationale that we who deal with the Federal office will discover a closer rapport from such a new arrangement. I was encouraged by the increased visibility implied in the reorganization of the U.S. Office . . . visibility for vocational education. However, the slowness with which implementing steps are being carried out tends to cast doubt on the eventual net gains we can expect to achieve.

PUBLIC LAW 90-587—PART D—EXEMPLARY PROGRAMS

Since the inception of the funding of exemplary projects from the 1968 Amendments, the major thrust of the State of Washington has been in the area now called Career Education. The local vocational directors felt that providing awareness and exploratory experiences for elementary and secondary students, and guidance, informational services and strengthening of placement services for post-secondary students would strengthen vocational programs over the State.

Exemplary projects may involve only one school in a school district when the project is being carried out. However, the effect of that one project has a multiplier effect upon the other schools of that district through the district's own inservice programs, through staff meetings, through teachers, administrators, and counselors sharing ideas, and through dissemination of information from the school district and State office of processes, methods, and activities. The effect is also multiplied through workshops and seminars where participants in exemplary projects share their experiènces with those from other school districts.

In 1972 there were over 15,0000 students involved in K–12 exemplary programs and over 4,000 in post-secondary programs. Our reports show that since the emplementation of the Part D exemplary project funding, we now have over 125,000 students who have been directly involved in projects. By 1977 we are estimating this to be in excess of 300,000. The 1972 figures do not include the number of students who are involved in the KCTS–TV Educational Programs that are broadcast over Western Washington and fed into the Yakima Valley area.

The following pages contain details of FY–72 projects and funding levels applied to these developments. There are three sections. The first exhibits Community College (Postsecondary) Projects and the second section contains Common School (K–12) Projects. Section three displays committed funds.

TABLE 1.—VOCATIONAL ENROLLMENTS: TOTALS INCLUDING FEDERAL, STATE AND LOCALLY FUNDED—STATE OF WASHINGTON

By occupational area	1963	1968	1972	1977[1]
Agriculture	9, 823	13, 747	15, 680	31, 434
Distribution	5, 543	8, 787	16, 764	18, 138
Health	1, 965	3, 230	6, 957	14, 991
Consumer and homemaking	[2] 50, 725	72, 745	72, 216	78, 017
Homemaking; occupational		1, 267	6, 570	4, 153
Office	12, 604	44, 807	62, C81	92, 395
Technical	11, 980	9, 344	9, 185	18, 895
Trades and industry	39, 845	53, 140	55, 550	69, 180
Group guidance			14, 401	6, 868
Remedial			2, 680	
Diversified		[3] 12, 307	1, 568	
NEC			3, 023	
Total	125, 560	219, 095	[4] 257, 836	333, 871

[1] Projected.

[2] 1963 total includes 09.01 and 09.02 in one total.

[3] Includes 99.01, 99.03, 99.04 and 99. all in one figure.

[4] Unduplicated enrollment figure.

TABLE 2.—ENROLLMENTS UNDER PUBLIC LAW 90-576—HIGH SCHOOLS—STATE OF WASHINGTON

By occupational area	1963	1968	1972	1977[1]
Agriculture	8, 515	10, 817	12, 485	11, 473
Distribution	769	3, 070	4, 250	6, 620
Health		150	551	5, 471
Homemaking, occupational		160	2, 633	1, 516
Office		28, 247	41, 925	33, 722
Technical		131		6, 896
Trades and industry	787	2, 664	5, 057	25, 249
Group guidance			6, 353	2, 434
Diversified		1, 568		
Total	39, 969	94, 970	125, 767	121, 855

[1] Projected.

TABLE 3.—ENROLLMENTS UNDER PUBLIC LAW 90-576—POST HIGH SCHOOL, STATE OF WASHINGTON

	1963	1968	1972	1977[1]
Community college portion of postsecondary	7, 502	19, 895	23, 144	50, 510
By program:				
Agriculture		257	1, 183	4, 756
Distribution	257	1, 286	3, 365	2, 744
Health	1, 370	2, 232	3, 466	2, 268
Homemaking, occupational		334	180	628
Office	3, 465	5, 146	5, 708	12, 978
Technical		3, 788	2, 385	2, 858
Trades and industry	1, 780	6, 757	6, 268	10, 466
Group guidance			2, 785	1, 009
Remedial			1, 403	
NEC			996	
Vocational-technical institute portion of postsecondary	15. 139	25, 341	29, 226	50, 000
By program:				
Agriculture		(2)	106	6, 143
Distribution		(2)	2, 019	3, 545
Health	1, 370	(2)	1, 408	2, 930
Homemaking, occupation		(2)	3, 133	812
Office	9, 139	(2)	4, 515	18, 056
Technical		(2)	2, 268	3, 692
Trades and industry	4, 630	(2)	15, 777	13, 519
Group guidance		(2)		1, 303
Total	18, 641	45, 141	58, 112	103, 953

[1] Projected.
[2] 1968 detail data not available.

TABLE 4.—ENROLLMENTS UNDER PUBLIC LAW 90-576—ADULTS STATE OF WASHINGTON

By occupational area	1963	1968	1972	1977[1]
Agriculture	1, 308	2, 673	1, 862	9, 063
Distribution	4, 517	4, 442	6, 951	5, 229
Health	595	888	1, 532	4, 322
Homemaking, occupational		773	624	1, 197
Office		11, 414	9, 689	26, 639
Technical	11, 980	5, 425	4, 470	5, 449
Trades and industry	32, 720	43, 719	28, 448	19, 945
Group guidance			351	1, 922
Remedial			1, 277	
NEC			2, 027	
Total	52, 123	43, 973	53, 683	73, 766

Projected.

TABLE 5.—DISADVANTAGED AND HANDICAPPED ENROLLMENTS, STATE OF WASHINGTON

	1963[1]	1968[1]	1972	1977[2]
Disadvantaged persons served in regular and special needs programs.			10, 946	11, 055
Handicapped persons served in regular and special needs programs.			4, 860	5, 340

[1] Identifying data not collected.
[2] Projected.

TABLE 6.—ADULT ENROLLMENTS—UNEMPLOYED, EMPLOYED AND MDTA COMPARISONS—STATE OF WASHINGTON

	1963	1968	1972	1977[2]
Preparatory program, total	(1)	19, 895	58, 701	115, 756
By occupational area:				
Agriculture	(1)	257	1, 289	10, 898
Distribution	(1)	1, 286	5, 384	6, 289
Health	(1)	2, 232	4, 874	5, 198
Consumer and homemaking	(1)	95	6, 920	27, 049
Homemaking, occupational	(1)	334	3, 313	1, 440
Office	(1)	5, 146	10, 223	32, 034
Technical	(1)	3, 788	4, 653	6, 551
Trade and industrial	(1)	6, 757	22, 095	23, 985
Group guidance	(1)		2, 785	2, 312
Remedial	(1)		1, 403	
NEC	(1)		996	
Supplemental program, total	(1)	91, 963	66, 334	96, 259
By occupational areas:				
Agriculture	(1)	2, 673	1, 862	9, 063
Distribution	(1)	4, 422	6, 951	5, 229
Health	(1)	888	1, 532	4, 322
Consumer and homemaking	(1)	22, 649	12, 696	22, 493
Homemaking, occupational	(1)	773	624	1, 197
Office	(1)	11, 414	9, 689	26, 639
Technical	(1)	5, 425	4, 470	5, 449
Trade and industrial	(1)			
Group guidance	(1)		351	1, 922
Remedial	(1)		1, 277	
NEC	(1)		2, 027	
MDTA institutional program enrollments	1, 828	1, 892	4, 426	5, 500
By occupational areas:				
Agriculture	62	177	52	495
Distribution	86	219	35	660
Health	76	220	155	660
Homemaking, occupational		134	47	385
Office	311	276	557	770
Trade and industrial	1, 293	685	957	1, 925
Group guidance		181	360	550
NEC			2, 263	55

[1] Identifying data not collected.
[2] Projected.

TABLE 7.—DISTRIBUTION OF FUNDS, CITIES OVER 250,000, POOREST RURAL AREA, STATE OF WASHINGTON

Geographic area	Population 1970		Federal dollars, fiscal year 1972		State plus local dollars, fiscal year 1972	
	Number	Percent	Amount	Percent	Amount	Percent
Total State	3, 409, 410	100	8, 984, 173	100. 0	44, 507, 678	100. 0
City of Seattle[1]	524, 110	15	1, 252, 895	14. 0	5, 124, 226	12. 0
SMSA (less Seattle)	1, 724, 727	51	1, 369, 695	15. 0	5, 647, 516	13. 0
Non-SMSA	1, 160, 573	34	6, 361, 583	71. 0	33, 735, 936	75. 0
Poorest rural area[2]	138, 272	. 4	301, 463	3. 4	1, 183, 836	4. 6

[1] Seattle is the State's only city with a population over 250,000.
[2] The "poorest rural area" selected, using a comparison of factors including ratios of Spanish speaking and minority population, owner occupied housing, housing values, median income and families below poverty levels, evolved into an area covering two intermediate school districts of the State, encompassing 5 rural counties.

TABLE 8.—INVESTMENTS FOR CONSTRUCTION AND EQUIPMENT, STATE OF WASHINGTON

	1963–68	1969–72	1973–77 (projected)
Construction:			
Federal	$258, 051	$255, 101	Unknown
State	6, 492, 428	27, 730, 216	$50, 000, 000
Total	6, 750, 479	27, 985, 317	50, 000, 000+
Equipment:			
Federal	3, 993, 940	3, 325, 607	3, 500, 000
State	3, 990, 655	12, 457, 216	12, 000, 000
Total	7, 984, 595	15, 782, 823	15, 500, 000

TABLE 9.—EXEMPLARY PROGRAMS [1]—NUMBERS OF PERSONS SERVED, STATE OF WASHINGTON

	1968	1972	1977 (projected)
Total persons served		19, 000	35, 000
K-12 system		15, 000	28, 000
Postsecondary		4, 000	7, 000

[1] Figures do not include projects funded directly from USOE/Commissioner. Further details of programs are included as attachment No. 1.

TABLE 10.—CONSUMER HOMEMAKING AND OCCUPATIONAL HOME ECONOMICS, STATE OF WASHINGTON

Enrollment statistic	Fiscal year 1963: Vocational home economics—09.01	Fiscal year 1968: Home economics useful employment (homemaking)—09.01	Fiscal year 1968: Home economics gainful employment—09.02
Secondary	29, 898	49, 731	160
Adult	20, 827	22, 744	1, 107
Total	50, 725	72, 475	1, 267

	Fiscal year 1972					
	Part F: Consumer homemaking—09.01			Part B: Occupational home economics—09.02		
	Total	Disadvantaged	Handicapped	Disadvantaged	Handicapped	Total
Secondary	52, 600	1, 559	357	98	13	2, 633
Adult	19, 616	1, 000	498	147	19	3, 937
Total	72, 216	2, 559	855	245	32	6, 570

	Fiscal year 1977 (projected): Part F: Consumer homemaking—09.01 (total enrolled)	Fiscal year 1977 (projected): Part B: Occupational home economics—09.02 (total enrolled)
Secondary	28, 474	1, 516
Adult	49, 543	2, 637
Total	78, 017	4, 153

TABLE 11.—COOPERATIVE VOCATIONAL EDUCATION, STATE OF WASHINGTON

Enrollments	1963	1968	1972	1977 (projected)
Secondary	769	2,884	4,326	3,803
Postsecondary	257	1,286	1,457	1,800
Total	1,026	4,170	[1] 5,773	[2] 5,603

[1] Of these, 1,209 enrolled under pt. G, Public Law 90-576.
[2] Of these, 1,100 enrolled under pt. G, Public Law 90-576.

TABLE 12.—WORK-STUDY PROGRAMS, STATE OF WASHINGTON

Enrollments	1963[1]	1968	1972	1977 (projected)
Secondary		379	209	400
Postsecondary		177	258	400
Total		556	467	800

[1] Identifying data not collected.

Mr. BINNIE. I plan to quickly cover three things—First, what has happened in vocational education because of the '63 Act, the 1968 amendments and the 1973 amendments.

Second, your specific question on why we have experienced, Mr. Chairman, balanced growth in the State's common school system and community colleges and balanced distribution of Federal dollars, as you put that question to me specifically.

Third, to state some concerns I have about the future.

Finally, I apologize for not being at lunch with you, but I was being updated as to what questions were asked this morning to try to have some of those answers for you, so I will try to answer some of your questions from this morning.

First of all, very briefly, I have attached to my remarks the data that I sent to the Honorable Carl D. Perkins last year regarding what has happened in Washington State in vocational education as a result of the vocational education acts.

I would like to say, if you look at the attachments on there, you will find that vocational education in Washington State has grown and it has grown considerably over the period of time.

A number of things have occurred in Washington that we think have made both the common schools and the community colleges stand out in the Nation. I won't try to elaborate on those since they are in there, except to say, like the rest of the Nation, vocational education in Washington has grown at all levels.

I think that a critical part of your question might relate to this growth and the quality of the growth in the secondary and postsecondary systems.

I would like to refer you to page 2 of my prepared testimony, about why we think that Federal dollars have been distributed equally among all levels of the system. Excuse me, it is page 3 at the top. Project Baseline reports that our State is serving 66.3 persons per thousand in vocational programs. The range across the United States was from a high of 89.7 per thousand in Utah to a low of 14.6 in the District of

Columbia. In rank order, our State ranks third in the Nation in people served per capita. Within that figure, secondary school vocational clientele was served on the basis of 33.9 per thousand population in the State of Washington, and we ranked seventh. The post-secondary institutions which include the vocational-technical institutes and community colleges, were serving 19.7 per thousand and we ranked first in the Nation in serving post-secondary clientele in vocational education.

I think in response to your question of how did that happen, one of the things that we need to see is how we compare to some other State. For instance, the State of Delaware ranked seventh overall in vocational enrollments, 56.9 compared to our 66.3 In the secondary systems, Delaware ranks second, 55.5 compared to our seventh ranked 33.9. But in postsecondary, Delaware ranks 45th. They are not serving the postsecondary area in that State based on the Baseline statistics.

Similiar statistics for other States indicate that when they have a very high secondary enrollment they may have very little offered post secondary.

In the State of Washington, we have had equal growth and equal balance based on a number of things. First of all, a sincere commitment on the part of multiple agencies at the state level to deliver vocational education. The superintendent of public instruction committed both philosophy and dollars and the State board of community colleges committed philosophy and dollars and our State legislature has committed itself in making vocational education grow.

In our State, however, I think in 1967 when they created a coordinating council independent of other agencies to receive the Federal funds, it set up the condition whereby the funds could be disbursed on a more equal basis to the system. What we find is that, reviewing the data, when other States attach their State board of vocational education to one segment of the educational community or the other, the funds tend to flow most to the education agency to which they are attached. Being unattached, we have no axes to grind; we have accepted the role and commitment of vocational education for all people of all levels, and we have become partners with the superintendent and the community colleges in delivering that role.

Now, I would like to skip off of that. You will see the balance of other remarks in this prepared testimony.

I think that we feel, or I feel personally, that the 1963 act, the 1968 amendments and the 1973 amendments have had real significance in shaping vocational education. They caused us to change from specific job orientation to people orientation. I think that as a result of those changes we have served people needs on a higher level than prior to 1963.

We are concerned with some things. We are concerned that in the U.S. Office of Education the staff assignments responsible for vocational education are less in number than they were in 1968. We know that they are distributing the support for vocational education from the U.S. Office to the regional offices and we have had real cooperation from region 10, but we are concerned for the reduced staff participation at the U.S. Office level.

We also would like to report that, since the 1972 amendments, Washington State has just last week incorporated "Vocational Industrial

Arts" into the State plan which will allow us to make a stronger commitment to the congressional intent of that change in the act and a stronger commitment to career education in Washington State.

As one result of the 1972 amendments, Mr. Chairman, I was not present this morning because I was attending my first meeting of the 1202 commission, which in the State of Washington is the Council on Higher Education. Our Governor has appointed myself, Dr. Brouillet, many other appointments, to make that a balanced commission to do the postsecondary planning coordination. We see that the efforts of cooperative planning in all of education should cause better articulation. So we are really reacting to the 1972 amendments.

We are concerned a little bit about changing directions in the U.S. Office and changing funding patterns under the appropriations. For instance, part I research under Public Law 90-576 was reduced from a $4 million level to a $1 million level in the House appropriation bill. A potential result of that could be the loss of the national curriculum network that was established just two years ago, into which we entered as one of seven networks in the United States and which we felt had maximum potential. Our curriculum lab is serving six States and eliminating unnecessary duplication in curriculum developments. To have the funding base reduced by two thirds, we felt, endangered the continuation of the curriculum network and, of course, we corresponded with you regarding our concerns on that.

We are concerned that we remain able to continue that network for a while longer because we think it might be something that would have a big payoff for vocational education in the future.

Basically I guess that I can summarize my prepared remarks by saying Washington State has had major growth because of the Federal Vocational Education Acts. We have always supported categorical funding of the State office responsible for vocational education because we think the Congress, in its wisdom, often points out priorities to us that would have gone unseen at the State level. We think there have been changes in disadvantaged, handicapped and other areas that would not have occurred had there not been categories in the Federal act, and we support that.

To move on, Mr. Chairman, to respond to some of the questions that I understand were asked this morning and to respond to any questions you might have now, I borrowed from Congressman Meeds the chart here that pointed out all of the faucets with the funds flowing to the State of Washington and to the coordinating council.

I understand there was a concern about $5.6 million in State money that flowed into the coordinating council and that disappeared and did not get used in the year 1971-72. I think that is the right year. I think that when this chart went to the printer, a fly flew by, because it should be $0.56 million or $560,000 in State money for the coordinating council. I checked this out with our own budget office and I checked it out with the advisory council. The correct figure is $560,000. At no time have we received state funds in the coordinating council of more than $1 million. The largest amount received by the coordinating council has been around $760,000 in any 1 year. In the biennium, we approach $1.5 million; that is in the biennium. So the figure that you felt got lost certainly would get lost if you were looking for $5.6 million. We never had it. I would like to point that out and return the chart to Congressman Meeds.

I also would like to respond to a great deal of discussion this morning regarding budgets and the use of Federal funds in Washington State, particularly regarding some responses we made to a committee dealing with handicapped persons, that, as I recall, occurred within the last month. We received a letter from that group, wanting us to provide them with some information and asked for a response time of, I don't clearly remember, somewhere around a week or 10 days. We did gather together figures to show how much vocational money was earmarked for handicapped and how it was distributed.

I don't know that we were able to answer all of their questions at that time, but we tried to get the response back to them and it is my understanding that some of those figures have been quoted this morning.

I will say that if after receiving our response, however, there was any misunderstanding regarding our reply, we have had no further dialog with them. So we have not been able to respond to any of the questions they may still have.

It is true in 1972-73 allocations, $702,000 of Federal money was earmarked for handicapped. It was earmarked to meet the required percentage of 10 percent under Federal law. That money was distributed to the other agencies primarily, because what we do with Federal money is try to flow as much to local educational agencies as possible. So out of that amount, we allocated to the superintendent's office $355,746, and to the State board of community colleges $284,532. We retained in the coordinating council $62,170. With that money we retained, roughly $25,000 was used——

Mr. HAWKINS. How much was the amount retained?

Mr. BINNIE. In the coordinating council, $62,170.

Mr. HAWKINS. Thank you.

Mr. BINNIE. Of that, some was made available for grants and to nonpublic schools, and $25,000 of it, roughly, was used for administrative costs. We employed a disadvantaged-handicapped specialist that year and her salary and expenses were taken partly from disadvantaged and partly from handicapped. So there was about $25,000 used for administrative costs.

There may be additional detail we provided to the group that requested the information, a detailed breakdown on what schools actually received handicapped money. In the superintendent's office they distributed it on a proposal basis and with the community colleges they distributed it on a formula basis related to the number of handicapped in the district.

The largest amount that I am aware went to a community college is about $15,000. Funds were distributed over a number of schools and also the voc-tech institutes participated and they were allocated out of the SPI dollars instead of the handicapped dollars. In each case it is our intention to have those handicapped dollars meet the needs of handicapped people.

With that, I guess I would be happy to respond to any specific questions.

Mr. MEEDS. Thank you very much, Art.

My first question is a bit of a general question: What impact is the 1968 Educational Act amendments having on State vocational programs in the State of Washington? Is is considerable; is it minimal?

Mr. BINNIE. Any specific part of the amendment you are referring to, Congressman?

Mr. MEEDS. The entire act?

Mr. BINNIE. The entire act.

I think that the significant change that I have seen is considerable. It is considerable in that we are people-oriented in direction, trying to meet the needs of people and trying to assess people's needs in order to do that.

I believe that the act has given us leadership and direction and that has resulted in changes in programs.

Mr. MEEDS. We have heard testimony this morning that the role of the Federal dollar and the Federal act is through your own organization, the coordinating council, which prepares and has adopted the 1-year and the longer range plans for State vocational education. We have heard that you did not have much, if any role in the actual administration of programs which were not financed by Federal dollars, which, incidentally, is about 6 to 1, anywhere from 6 to 1 to 9 to 1, depending on whether you are talking about postsecondary or elementary-secondary.

We have heard that the State plans are nothing more than a compliance document and, if you put that combination together, it suggests a very minimal role for the Education Act Amendments of 1968. That, frankly, is my concern. Does it have a bigger role than that and, if so, what is their role?

Mr. BINNIE. I see the role as being greater. The agency is responsible for receiving the Federal dollars and for disbursing those dollars in the program changes. Its prime responsibility is for preparation, administering, and supervising the State plan for vocational education.

We don't directly go to our State legislature requesting State dollars for program operation. We are dealing with about $8 million in Federal. The total budget approaches $50 million in the State of Washington for vocational education.

The State plan has two sections. It has an administrative section, which includes policies, rules, and regulations, and through those policies, rules, and regulations, all programs in the State are affected. In other words, every school or every district or, for that matter, the agencies, when they commit to receive Federal dollars, are also committed to making all of the programs meet the standards for vocational education in the State.

So in an indirect method, then, the State plan contents in section 1 have an impact on every vocational education program in the State of Washington, not limited to Federal only.

The second part of the plan is the 1- and 5-year projections. We have been working to improve that plan, to make it a more realistic plan, a better plan for Washington State. I think we have made marked improvements in that. It does include both State and Federal dollars for planning and projections, as well as local dollars, are included in the superintendent's portion. Community college people include those dollars that are State dollars for vocational education and they produce projected new programs in enrollments. So I would say that the plan, in fact, is a State plan. We think it improved last year with greater cooperation from the advisory council and with the other agencies.

We have recently, I think, moved into a new arrangement whereby the participation of other agencies in giving us a plan will be greater than before. The partnership and goal-setting will be greater than ever before. So, while the management concept of the council or State board, whichever you would like to call it in Washington, may seem minimal in some people's eyes, I think the payoff is maximum. It is maximum in bringing together an articulate plan with the involvement of the operating agencies.

Mr. MEEDS. Preliminary figures of the General Accounting Office indicate that approximately 29 percent of all Federal vocational education funds going into the coordinating council are retained by the coordinating council for administrative purposes and are never passed down to the actual consumers, the students.

First, isn't that a rather high amount for administration? Secondly, if that is not all being used for administration, what programs are being administered by the coordinating council which might account for it?

Mr. BINNIE. To respond to that, I have not seen the same figures you have, but let me give you rough percentages of what usually happens.

In 1972–1973, under Public Law 90–576, $9,091,199 were received under that act by the coordinating council; $2,236,062 were retained by the coordinating council of the $9 million, which would approximate probably 25 percent. I am just guessing on that. $3.5 plus was given to SPI, and $3.3 plus was given to community colleges for grants directed to local schools. Of the $2.2 retained, approximately $1.2 was made available to local education agencies and actual program operations through grants.

To give examples of these kind of grants, $145,000 in grants was made available in research. $138,000 made available in exemplary; actual grants for curriculum development amounted to close to $300,000. Much of 1.2 million was not used for overhead or administrative cost but was used for curriculum improvement or program improvement for local education agencies, some agency or another. That would put us in the neighborhood, I think, of about 12 percent, somewhere in there, of actual fixed costs retained; of Federal dollars used for administration.

In our agency, the cost of our agency is mostly met with Federal dollars. We receive about $1 in State dollars for every $7 in Federal.

Mr. MEEDS. Are there any State dollars going into the coordinating council?

Mr. BINNIE. Yes. In the second half of the biennium just finished, we have $766,000 a year in State money.

Mr. MEEDS. How much?

Mr. BINNIE. $766,542 this last year.

Mr. QUIE. That makes it a total of $1,000,070 retained for administrative costs.

Mr. BINNIE. That would put it over a million dollars for administrative and fixed costs, plus the 700, you are right. We retain that.

Some of that is used elsewhere, for instance, we have total responsibility for providing fire service training and the program approaches—I am guessing, I don't have the statistics—about $300,000 in fire service training costs. We operate through fire districts and we train both paid and volunteer firemen. Since the amendments last year we also train volunteer firemen.

Mr. Quie. For a city fire rather than forest land?

Mr. Binnie. This is primarily firefighting for industrial and residential property as opposed to forest firefighting. Forestry personnel do attend some of the schools with regular fire department personnel.

Mr. Meeds. What difference in allocation of all funds for vocational education is there now that didn't exist in 1967? Is the money being allocated any differently now than it was in 1967?

Mr. Binnie. I don't know that I can respond to that since my tenure as director has been only now 2 years. I am not quite familiar with the distribution process employed in 1967. At that time there were several State community colleges and common schools and vocational education was, prior to 1967, under the superintendent of public instruction. The State board for vocational education was administering funds and I was a local administrator. At that time on an approved class basis, funding was based on priority of administrative cost, equipment cost, and supplies that were excess costs of vocational education. Those districts that had vocational education and had approved programs were eligible to make claims against those moneys that were available in the State.

Now, I believe our new process is one that tends to cause the Federal dollars to be spent more for improvement and expansion as opposed to operation. At least our goal is to use those dollars for forward-moving things rather than operational costs. We haven't completely succeeded on that, but we are hoping to move in that direction.

Mr. Meeds. Some of the charts from the superintendent of public instruction this morning indicated that the substantial gain that had been made in vocational students enrolled in secondary vocational education programs had taken place in the traditional areas of home economics and agricultural vocational education. Yet this was somewhat contrary to the aims of the 1968 act, aims being to redirect some of the funding away from the areas of less potential for job placement and into the skills which were more in demand.

No. 1, is that your understanding of what has happened; and, two, if so, why is this State different? Do we need an increase in vocational agricultural funding and students in the face of a declining market or declining job market in those fields?

Mr. Binnie. Yes. I will try to respond to that. I did not see the charts, but I suspect it is accurate that we have an increased enrollment in agriculture and an increase in family life and consumer education.

In agriculture, I would like to say that the Vocational Act Amendments did, in fact, change the whole direction of vocational agriculture education; that where we used to be primarily training agricultural education for onfarm occupations, the agricultural education today is multifaceted. It is training people for business-related occupations to agriculture, training people in forestry, which wasn't considered agriculture back prior to 1968, at least by educators. There was a major effort toward natural resources, fisheries, and forestry, both for disadvantaged persons as well as in regular programs.

The growth of agriculture, as I look at it is a little bit different thing. Agriculture itself is a motivator, a turner on for many young people. They relate to agriculture because they live in a small community and they want to go to work in that community. They realize they might not any longer be picking grapes by hand or doing some of those manual things that so much equipment does today, but they see the need for the combine repairman, the person who understands hydraulics, the person who works in the distribution business of agriculture. Those are the areas that agriculture has turned to and they have turned to the city occupations also in both the nursery business and occupations related to turf management and landscape management and that type of thing.

So the agriculture you have seen growth in is not the agriculture of prior to 1968. I think it has addressed itself to occupational change.

In the consumer and homemaking areas, I wouldn't try to give a reason for growth other than that what we realize today is that everybody is a consumer-homemaker. Therefore, a great effort has been pushed forth since 1968 to improve the training of young men in consumer-homemaking skills and occupations. Every one of us is going to have to learn to deal with a marriage, its successes and problems, consumer purchasing and consumer buying and child rearing. In our expansion in those areas, I think we have advanced to young people in both the secondary and postsecondary level the need to be a good homemaker. So I think that has been a worthwhile increase in enrollment, and I would anticipate that enrollment will grow as we put more effort into that area.

I would like to add one other thing. In our State, we have been working very hard on developing a forecast model that would predict future job needs and would predict our present output from the existing education system. We have that model now in the initial implementation stage within the community college systems. In other words, the future growth which they project to the State office of Program Planning and Fiscal Management, that eventually gets to our legislature, is based on projections of the job market that we are using. They would not be allowed to start new programs in areas that are projecting decreased job needs.

This system is one I think we are probably leading the country on in this forecast business. We have included in that model, incidentally, outputs from the voc-tech institutions—which are doing an excellent job in the State of Washington—outputs from the private vocational schools, and outputs from the community colleges. We do not project job need on enrollments, because we feel that is a false figure, but on people who take jobs out of these programs; placements.

Mr. MEEDS. Thank you.

The gentleman from Minnesota.

Mr. QUIE. I would like to follow up on Mr. Meeds' questioning. On p. 10 of the appendix to your statement, you project that in 1977 agriculture is going to jump from 15,680 to 31,434, which is the most enormous jump of all of the projection of any increase. Now, that really goes further than what you suggested you are going to be training. You see the increase in 1968 jumped from 13,747 to 15,680.

Mr. Binnie. Yes, in 5 years it almost doubled.

Mr. Quie. In that 5 years, it seems to me that the increase would have occurred between 1968 and 1972 and agriculture might be leveling off.

I can understand the others pretty well, because the consumer homemaking and homemaking areas stay the same. I don't understand why you project a drop in occupatonal homemaking.

Mr. Binnie. The agriculture projections I think I would have to review again before I could give you a meaningful answer. I would be telling you stories if I tried to give you an immediate answer. I would answer that in writing if you so desire.

Mr. Quie. OK.

Mr. Binnie. In the "homemaking, occupational," I would say that we found through our new forecast model that persons we were previously predicting as completors from enrollments in these occupational areas may have job codes that really fall into other areas. While the production of people as workers is still maintaining the same overall level, they are being pointed into some other occupational areas, like food service workers which is in the T. & I. job program. So some of those jobs have apparently decreased there in a gainful homemaking category, the area we are talking about.

"Useful homemaking" was the area I predicted about a minute ago and you can see we have shown an even trend upward in "consumer and homemaking, useful." But we do show a decrease in "occupational" because some of the output is really credited by job code to other occupational areas then homemaking. That was the change we brought about through our forecast model when we tried to project those occupations.

In agriculture, as I said, other than from the expansion into areas that were not previously considered agriculture, such as forestry and sea resources and that type of thing, there still may not be a true doubling, I really don't have the facts on that.

Mr. Quie. Does table 1, that includes what we find on table 2, table 3, and so forth, or does it go to table 4? Do you add those together to get table 1?

Mr. Binnie. Table 1 is a total unduplicated enrollment figure in those occupational areas. It would be inclusive of some of the other charts that are here. That shows the total enrollments and it includes occupational areas, handicapped, disadvantaged, postsecondary, and secondary.

Mr. Quie. Does it include the manpower?

Mr. Binnie. No; it would not include the manpower figures because we reported those differently to MDTA. They are not taken into the normal count.

Mr. Quie. In your vocational-technical institutes that are postsecondary, you didn't have anything in 1968. You have 106 of them in 1972. Are you really planning on taking off there? You go to 6,143. What have you planned now?

Mr. Binnie. At the bottom of p. 11?

Mr. Quie. Right.

Mr. Binnie. There are, by statute in our State, five vocational-technical institutes presently operating. We did not have a detailed breakdown available for 1968 and could not reconstruct it separately. At that time there was a mixture of secondary reports and voc-tech institutes under the superintendent of public instruction. They enroll both high school and posthigh school students; that is one of the unique features of the technical institute. So the figures were all coming in under secondary reporting.

Last year, for the first time, in 1972–73, we collected their enrollments differently. The projected growth is on a line growth that we anticipate all vocational education to grow. We don't know whether these existing institutions will double in size or whether there will be new institutions built. There is a lot of discussion in our State about expanding those institutions.

Mr. Quie. Also on the voc-tech schools, you propose office training jumping from 4,500 up to 18,000. That also may be the problem you mentioned of accounting differently in the future between high school and voc-technical. I notice in agriculture and office there is a projected drop in both of them at the high school level. Is that correct?

Mr. Binnie. Part of that is separating it out from one reporting system to a dual reporting system.

Mr. Quie. The thing that strikes me on the trade and industry, however, is that the postsecondary level seems to be going down and at the high school level there is a dramatic increase. You see the switch in accounting, if it's all in accounting. Agriculture and office go one way and trade and industry go the other way. What about going from 5,000 to 25,000 T. & I. in high school, and dropping from 15,000 to 13,000 in postsecondary vocational-technical?

Mr. Binnie. There is a concerted effort on the part of the superintendent to expand high school vocational programs through the development of skill centers. Those programs are designed to serve multidistricts, especially in small district areas. So I woud anticipate that the projections there reflect the development of those programs in areas that didn't previously have them because they were high cost.

Now, in the other area, I am not prepared to respond to that.

Mr. Quie. If you could, I would like to know what you are doing on the T. & I. program. I would expect there would be a rapid increase on that.

I would like to ask you about the tables on cooperative vocational education. It is my expectation that we would see continued growth as you did have occur during 1968 to 1972. There seems to be an expected reduction in growth at the secondary level. How do you account for that?

Mr. Binnie. I think we are running into two kinds of problems there. Cooperative vocational education had a rapid and increased growth and is still growing in our State at this time because of money earmarked for co-op that provided opportunities for the coordinators to go out and work the students into jobs that related to their training. That is the concept of co-op; the job has to be related to training and produce competency and experiences related to the training.

With money being pushed in that direction, we saw the expansion of this. What we are discovering now is that we are running into multiple coordinators trying to work the same job market.

You find in the large metropolitan areas with several school districts and several high schools, plus postsecondary institutions, that they are competing somewhat for the same job market. Employers can only handle so many people of this caliber in the related training.

I think this is a concept that will now slow down, cooperative education development, as far as numbers. You can see the difficulty with small school districts that may be only a bedroom community 10 miles away from a larger city. It is very difficult for them to get into where the co-op jobs are and compete with the city school coordinators who are there all the time.

While expansion may occur, I think you slowly begin to reach a saturation point in the jobs available. We will still see, I believe, some growth, especially as it moves into the smaller districts throughout the State.

Mr. QUIE. You anticipate here a reduction rather than a growth, according to your statement?

Mr. BINNIE. I would predict today that this would probably remain stable with slight growth.

Mr. QUIE. Let me also ask you about your testimony on p. 5. You say,

> In the interests of seeking improvements in our vocational programs, our agency suggested that perhaps the delivery agencies could get some tasks done better than we could by continuing to do those tasks ourselves.

What are you saying about "delivery agencies" here?

Mr. BINNIE. That statement relates to a very recent trial arrangement that we have entered into with the delivery agencies. In our State, we have multiple State educational agencies. The superintendent of public instruction is responsible for all programs in the common school system, K through 12, plus the five voc-tech institutes. The community college board is a second State board. The coordinating council, which I represent, is the sole agency for receiving Federal vocational dollars.

We have these three agencies and, of course, if you include the 1202 commission, which in our State is the council on higher education, there is a fourth educational agency.

As "operating agencies" we define those agencies responsible for delivering programs to people. That is the superintendent of public instruction in the common schools and voc-tech institutes, and the other side is the community colleges. These are the agencies who operate programs; our agency doesn't.

What we have had in the last few years, before bringing about this changeover, is a partnership relationship with some jurisdictional disputes as to who is responsible for management and who is responsible for operations. There were functions we felt were overlapping and conflicting, so we have assigned 31 total staff from our agency to work this next year on a trial basis with the superintendent. Their responsibility is to cause improvement and expansion of the vocational programs in the common schools and voc-tech institutes.

Mr. QUIE. Right.

Mr. BINNIE. That arrangement will be evaluated in May to see if it is more effective.

Mr. QUIE. The delivery agencies that you are proposing is really one delivery agency?

Mr. **Binnie**. There are two delivery agencies in public education in our state; two in vocational public education. One of those is the community college system and one is the common school system. A third one is the private vocational school system.

Mr. **Quie**. You talk about reassigning a third of your agency's personnel.

Mr. **Binnie**. We reassigned them to the common schools, the superintendent's office.

Mr. **Quie**. That is the superintendent of public instruction?

Mr. **Binnie**. Yes. The community colleges have a different concept. They put forth that they would like to manage and deliver vocational education services in a different fashion, without program assistance at the State level. They say their expertise in curriculum development, and youth group leadership and those functions that we assigned, lies in their local education agencies and that they would get the job done without a State staff. So they asked for no one to be assigned to them during this trial period.

Mr. **Quie**. What is the size of your staff?

Mr. **Binnie**. My staff, before the third went off, was 101.

Mr. **Quie**. 101. So you have about 33 or 34——

Mr. **Binnie**. I remember the figures now. We assigned 31 people, and of those 16 were professionals, to SPI. We have 32 people left that I call program 01, regular voc-ed, in our office who deal with P.L. 90–576, and the balance of the people in our office are on some kind of special funding, like CETA or fire service training. We have a separate corrections clearinghouse grant. We have a separate six-State curriculum management center grant.

At this time, of the staff that is left, which numbers about 70, about one-half are on regular voc-ed and one-half on special grant funding of some sort.

Mr. **Quie**. Are the 31 that are with the superintendent of public instruction in this year's trial going to be paid by you?

Mr. **Binnie**. Yes, they are still on our man-year head count and on our payroll for the trial period.

Mr. **Quie**. Who gives them supervision?

Mr. **Binnie**. They are supervised by Assistant Superintendent Brennan, whom you heard testify this morning.

Mr. **Quie**. You provide no supervision over this?

Mr. **Binnie**. I work with Superintendent Brennan on goals, priorities, and direction, but for the trial period, if it is to prove effective, we have to let those persons become system oriented, so I am not exercising any direct supervision over these people.

Mr. **Quie**. Will you continue to fund that personnel or will you just give them the money?

Mr. **Binnie**. If this is successful after evaluation and those people were to be permanently assigned to the superintendent's office, we would seek to have their man-years transferred to that office. It would still be legal and appropriate to support their salaries with Federal dollars, within an interlocal agreement to the superintendent's office.

Mr. **Quie**. I imagine some of the $3½ million in Federal money that goes to the local schools through the superintendent of public instruction goes to personnel for salaries.

Mr. BINNIE. No; that money that we put in the grants areas. The $3½ million goes to local schools. There is an interlocal agreement with CCOE and which supports the supervision staff in the superintendent's office. That is not part of the grant money that goes to local schools, but it is provided.

Mr. QUIE. You mean none of that 3½ goes to the superintendent of public instruction's own staff in administering the program?

Mr. BINNIE. That's correct. That $3½ million is provided for service to local education groups and not for State staff. Under the present interlocal agreement, not counting those people on my staff, there is $169,000 provided for administrative costs in the superintendent's office. That is separate.

Mr. QUIE. So this would be the first time you would have federally funded personnel in the superintendent's office for vocational education?

Mr. BINNIE. That is not true, no.

Mr. QUIE. I don't understand. Help me.

Mr. BINNIE. Back in 1969, when we were trying to get the agency organization working, we felt that we needed some administrative line supervision to the field from both the community college office and the superintendent of public instruction's office. This was before my time but that was the feeling of three agencies. So they provided for the assignment of some persons to coordinate and supervise local education agencies. Seven positions were supplied to the superintendent's office and six positions, I believe, were supplied to the community college board. Those positions were supported under agreements between the coordinating council, the superintendent and the college board to provide direct supervision for vocational education, collect data from the field etc. What we were trying to get around was multi-agencies each dealing with local educational agencies and, instead, to direct it through a funnel system where it goes to its own supervising board and then comes over to us as data collected for Federal purposes.

We operated, on the basis of those splits, from 1966 until this fiscal year began. At that point, we were still having jurisdictional conflict and communications problems on the actual program expansion and development processes and those related functions. So we took the program development people, which consists of T & I, family life, and so forth, and made these assignments. That adds 31 additional people to the 7 that were already there. In the discussions that led to the current arrangements, we asked why shouldn't some personnel be assigned to the community college board staff to do the same thing. The answer was that the community colleges would like to try to get that done in alternative ways without direct State supervision. So the people were assigneed to SPI only.

That assigned unit was our complete program development unit. Everybody who was doing program development tasks last year was assigned to SPI.

Mr. QUIE. Those 31 will be doing virtually the same thing with SPI as they were doing when they were in your office?

Mr. BINNIE. Virtually the same thing. The functions were all identical, although in our analysis of last year, those 31 people were probably, on an average over all 5 service areas, spending about 10 percent of their time in curriculum development or improvement or consulting with community colleges. That is roughly 10 percent or 3 man-years of time.

Now, they won't be doing that this year, so the community college board will have to get that work done some other way.

Yes, functions they will be doing are exactly the same as they were last year.

Mr. QUIE. If it works out well after this year, will your tenuous agreement of the coordinating council being the sole agency, be jeopardized if you have a third of your staff off in another agency?

Mr. BINNIE. That is a good question. That is a very dangerous thing to do and it is something I am wrestling with right now. Traditionally from the time of the initial vocational act, the service area people, the home and family life people were the guts and heart of vocational education.

In more recent years, vocational education agencies have evolved, I think, into more management-based systems as far as State participation and relating to their being the "sole agency."

Now our task to pick up, with the 30 people I still have on voc-ed, the preparing, administering and supervising the State plan; a real, meaningful, honest-to-God State plan. It has to contain good policies and good standards to cause improvement in vocational education. We need a better assessment program that will help set better State-level goals for this year.

If, as an agency, we fail to produce that, then we could be reduced to nothing but a Federal flowthrough agency. But I think there is a meaningful task to be done by a State agency that does not relate to operating programs. We are going to go about in this next year trying to prove that that can happen.

Mr. QUIE. I assume that, despite what the Federal offsets are, you are convinced that it would be a wise administrative move to put those 31 out with the SPI?

Mr. BINNIE. I believe we are, with the 31, even if they were transferred, still showing compliance with Federal law regarding preparing a State plan. I think we can do that. I think we can provide a management system that distributes dollars and gathers data to show the impact of Federal dollars and vocational education growth. I believe we can provide related services to that. I think that the program things in our State rightfully belong with the systems and that is what we are trying to work out.

Mr. MEEDS. Will the gentleman yield at that point?

Mr. QUIE. Yes.

Mr. MEEDS. Assuming the validity of what you just said, isn't that also necessary with the community colleges?

Mr. BINNIE. The interlocal agreement is equal.

Mr. MEEDS. You are not providing any staff at all for the community colleges?

Mr. BINNIE. That's right. They do not want to build a large State staff. They only want to identify the functions to be carried out. For instance, if they have a great need for insurance programs, they subcontract with an insurance coordinator at Bellevue Community College, let's say, to develop this curriculum. It may not be 100 percent accurate. So a field person involves himself in that curriculum development package. The finished curriculum comes back to the State office and goes into distribution for all the State system. Their process is one of management orientation rather than oriented to having specialists at the State level. The functions they have been given are the same as the superintendent's.

Mr. QUIE. Let me read what you said in another place here. This is June 15, 1973. You said, in the response prepared for Congressman Perkins:

"As a final comment, relating to the decentralization of the U.S. Office of Education, I believe myself to be enough of a realist to recognize the potential loss involved in any decentralization. That is, the loss of a power base."

Then you go on talking about that. Is what you are doing analogous to the U.S. Office of Education?

Mr. BINNIE. No; the loss of power base is not on our council. We have the choice, I think, in the State of Washington to take a bureaucratic point of view by expanding our authority and jurisdiction or to take a point of view of trying to take our State organization and work out an effective administrative structure that we can arrive at ourselves without it being forced upon us.

There may be a great loss of power base. It is a weakening thing when you give away 31 people when you could have kept them to manipulate programs and standards and systems. But if they can do the job better and if the programs can prove better because of their assignment to another agency, then we should not hold them only because we are considered a "sole agency."

I believe, really, we should have a single State agency and that all education should report to one source. But we don't have that in Washington. We have to analyze the functions and we have to get the people related to the functions in the place where they can best deliver the goods. It is not an easy thing to do and we are not sure it will even work, but we are hopeful that it will.

Mr. QUIE. In your relationship with the regional office is it easier for you to have the regional office in the same State? Are there any functions handled by the regional office that could better be handled by the State office? I should say, is there anything that the U.S. Office of Education is doing themselves or through the regional office that could be better done by the State office if they give authority to the State?

Mr. BINNIE. Cooperation with the regional office is very good and I don't think that they have been interfering in any way with the functions that we could handle here. We have had difficulty with the U.S. Office out of Washington because of a number of departments dealing directly with local education agencies such as gathering research proposals in voc. ed. that the State offices may not even know about. Those things cause difficulty, because there may be a proposal being submitted contrary to the plans of the State agency. But that has occurred less frequently than before. Our regional office contact has been good.

Mr. QUIE. Did any of that $766,000 that came from State money go to staff at all? Did that just commingle with the 2.2 million that you retained on the Federal money?

Mr. BINNIE. I could probably get an accurate report from the business program administrator, Mr. Roley. I would say that that mixes with our total budget and some of that is directly earmarked for fire service training, a good portion of it. The balance is maintained at that $700,000 level because we need to observe, the maintenance-of-effort clause in the Federal law that says we shouldn't reduce our Federal funding.

We have pushed for additional State funding concepts so that the State agency should be State funded rather than Federal funded. Our legislature and the office of the Governor has maintained the $760,000 level whenever the budget comes up. It has been fairly stable for a number of years. The only reason it is stable is because of the maintenance-of-effort clause.

Mr. QUIE. So either all or most of it is earmarked rather than commingled?

Mr. BINNIE. No; about half of it is earmarked for fire service training as requested for that program. Half of it is mingled into the cost of operating the council. It does not go out in grants.

Mr. QUIE. It is commingled so you would not be able to identify it?

Mr. BINNIE. We can identify it.

Mr. QUIE. Oh, you can. Will any of those 31 that are going to SPI be paid out of that $766,000?

Mr. BINNIE. There will be a percentage of their salaries taken from State funds.

Mr. QUIE. Were any of those 31 used for the set-aside programs so that work you were doing in the coordinating council for the set-asides would then be done by SPI?

Mr. BINNIE. Yes; one of those persons was the person we hired last year as assistant handicap coordinator. The superintendent's office has also done that for some time, so her involvement will be now with that base.

Also, in set-aside money, for instance, is consumer homemaking for depressed and undepressed. Some of that in very small percentage supports staff such as the home and family life State staff. They now will manage that money.

Mr. QUIE. How big a program is the vocational program for the handicapped when you include Federal money plus State money? How much matching do you put up for that?

Mr. BINNIE. I can't respond to that question because the only money we handle for handicapped in our agency are the Federal dollars under Public Law 90-576. Other Federal money is pursued and sought after by the operating agencies for handicapped. I am not even sure of the level of figures on that. I would have to check with those offices.

Mr. QUIE. Is there any commingling or any use of the set-aside money in vocational education with the regular State money for special education? I see about $65 million for special education.

Mr. BINNIE. To my knowledge, it is not, but then I would have to look at specifics. For instance, I know the SPI does proposal selection and funds projects based on those proposals.

Those community colleges that I am familiar with have taken the exact $12,000, or whatever it is, and put it into a project. For instance, Green River Community College works with the mentally retarded people at the Kent Skill Center. They have put all of their special education money into one pot each year for the last few years. Now, another school may work with the blind or the deaf or some other physically handicapped persons and that decision is made at the local college. I am not aware of the commingling of those funds. I would have to check deeper to find that out for you.

Mr. QUIE. Lastly, how does the number of personnel in this whole planning operation compare with similar State efforts in planning for expenditure of that money?

Mr. BINNIE. Excuse me. I don't quite understand the question. You mean on handicapped?

Mr. QUIE. You have a handicapped program. You have a title I program, an individual program, title III programs, and various programs of that nature, having set up a staff to handle similar responsibilities to those being done by the coordinating council. The coordinating council, I understand, is limited to vocational education, is that correct?

Mr. BINNIE. Yes.

Mr. QUIE. Now, you have 101, with 31 now moved to SPI. How does that compare to similar activities with a much higher total Federal dollars? Others were substantially less.

Mr. BINNIE. The only thing I can try to relate to, to get a fix on that, would be the Project Baseline data about how much the State of Washington spends on administration compared to other States.

Mr. QUIE. That is compared with other States rather than comparing it within the State?

Mr. BINNIE. Within the State, excuse me. You are asking within the State how are we related to other programs in the number of people supporting other programs?

Mr. QUIE. Yes; take, for instance, title I, ESEA. It is different, I know, because it is title I, but the projects have to be approved at the State office level. How does it compare with that or part B of title VI for exceptional children?

Mr. BINNIE. I don't know the answer to that because I don't know the superintendent's staffing pattern in those areas. The only staffings I am familiar with are those in vocational education.

Mr. QUIE. Could you get that information?

Mr. BINNIE. Yes. You would like to know the ratio of the number of people we have supervising and administering Public Law 90–576 as compared to title III and some of the others?

Mr. QUIE. Yes.

Mr. BINNIE. I think Bruce might still be there and we can get together and figure that out.

Mr. QUIE. If we can get that, then we can make a judgment. You may have a pattern that every State ought to follow.

Mr. BINNIE. Hopefully.

Mr. QUIE. That's all. Thank you.

Mr. MEEDS. The gentleman from California.

Mr. HAWKINS. Mr. Binnie, I am very impressed with what the State of Washington is doing in the field of vocational education leadership you have exhibited. It is because I feel that way that I am disappointed on page 6 of your statement you seem to be very cynical about Federal leadership. On the bottom of the page you indicate the potentials of the 1972 amendments have not been very expeditiously developed. You say, "When the additional uncertainty of a potential impoundment is added, much in the way of useful planning just grinds to a halt."

I can't understand why it is that, in view of the fact such a small part of your budget is derived from the Federal Treasury, that this uncertainty would cause your program to grind to a halt in terms of planning and in terms of the potential for the 1972 amendments. It seems to me that needs amplifications as to what it is that you expected of the 19772 amendments that has not yet been realized.

Mr. BINNIE. First of all, I am speaking to you of the concern that I share with other State directors on funding by continuing resolution each year for several years. There are two dangers with that. One is that you can't meet the cost of education and operations when the funding levels remain the same. Each year the fixed costs take a little more money and the money that flows to cause program change becomes a little less based just on inflation. At the local level all their costs are up, so you keep serving less people with the same dollars.

The continuing resolution concept was not approved until very, very late this summer, so we really are gambling in the state plan by assuming that we are going to have the same level of funding next year. We can't project forward-looking planning unless we are allowed to reflect in the state plan higher levels of funding than those anticipated from a continuing resolution.

Mr. HAWKINS. You are complaining on only 10 percent of your budget?

Mr. BINNIE. That is true, but that 10 percent is the 10 percent that, systemwide, causes improvement, innovation, and change. Those are the things most people want to try to do, something new; they need to update their equipment; they want to implement a new program. Those are the things that really make up planning. The continued process of running the program again another year is being taken care of by State funds for the most part so that that will continue.

If you stop the Federal dollars, vocational education in Washington will not stop; it will continue. But some of the innovation and change that it caused will be slower than it has been in the past.

Mr. HAWKINS. I didn't know you were relying on Federal leadership for the innovation and changes completely. I would assume in a State such as yours which has exhibited such leadership, this innovation would not be assigned only to the 10 percent but would be certainly also included in your State budgeted money.

Mr. BINNIE. Yes. I can respond to that two ways. One is that we do realize, I think, that federal leadership has had a major impact in Washington State. I stated that to begin with. I remember at the time I was a teacher and local director the 1963 act came out. I don't think that I really knew at the local level how to even address the special needs area of disadvantaged and handicapped until some federal funds were put there that caused me to think about it. In thinking about it, we got some additional local innovations within those broad categories that caused some new things to happen. The stimulus came from federal funds. Maybe that would happen here anyway. Maybe it would happen under bloc grant funding. But I know that many of those kinds of changes have occurred because of funds from Federal Acts.

The local people are the ones who make the real innovation occur, the people on the firing line at the voc-tech schools, the people on the firing line at the community colleges. They are better innovators than we are at the State offices, I think. They deal day to day with the students.

Mr. **Hawkins**. That is the reason I don't understand the statement you seem to be looking to Washington for that innovation when you agree it is at the local level that it is developed. That is why I am a little surprised that you expect some leadership out of Washington that you are not getting in your territory.

Mr. **Binnie**. We can go to that question and tie it to the one of the Federal level of staffing of the U.S. Office of Education. They are moving from the leadership-setting role to only an administrative role in gathering data. The U.S. Office of Education has been reducing the number of people involved in supervision of vocational education on a national basis.

The concern of the State directors is that the U.S. office staff will be depleted to the point where they will be unable to provide Congress with the necessary data base and assistance and necessary information base upon which to make wise vocational education legislation in the future. The U.S. Office will be unable to respond to questions about vocational education because the vocational educators won't be there. That's the concern that state directors have and that's a concern that I speak to regarding the fewer positions devoted to vocational education at the Federal level.

Now, about the innovation itself. I don't believe that so much has occurred, although it possibly did come, directly from their having input into the legislation. I can't speak to that one way or the other. But I do think the Federal impact for innovation comes from giving states the ability to provide some funds that are not otherwise available for operations. I think the budget of the State of Washington is stretched to meet the operational needs. I am not sure even at this point if funds are adequate. There should be higher State funding to meet the operational needs of vocational education, or of all of education in Washington State. But it is the Federal dollars that provide an additional source of dollars so the local teacher can try out his idea, so he can get some assistance in doing it.

Mr. **Hawkins**. Turning to another question now, on page 14 of your appendix material, table 7, you will notice that in the Seattle standard metropolitan statistical area you indicate that 66 percent of the Washington State population is represented and that area receives 29 percent of the Federal funds as compared with the rest of the State, which consists of 34 percent of the State's population and which receives 71 percent of the Federal funds. It appears to be about the same situation that is true in my own State, but it suggests that the program is more rural than it is urban by far. I don't know whether or not that is a historical carryover, but it would seem that that is a rather unbalanced distribution of the money when rural areas receive such a substantially greater sum than where the needs appear to prevail. I wonder what is the explanation for that type of distribution.

I have been 20 years trying to get one in my own State. I hope I get an explanation in this State better than I do in my own.

Mr. Binnie. Well, I don't know if I can completely respond to that, Congressman, but we have been working on a design or direction the last few years of trying to expand vocational educational opportunities in the rural schools. They have been limited somewhat, outside of the field of agriculture, in getting into vocational programs that prepare them for jobs in the business and office field, in the trade and industry field, and others.

This has been a real move on our part. I don't know if I can explain the fact that the Seattle statistical area receives a third of the money. What we probably think is that the growth in vocational education is needed in remote areas and that funding change and improvement is going to need to be greater than in the metropolitan area.

Now, Seattle does have a number of existing opportunities. They have the Puget Sound population base containing 18 counties with 20 some campuses. That is quite a base of community colleges and all of those have very strong vocational programs. There are also two voc-tech institutes in the Puget Sound area related to Seattle and there are another two in Tacoma.

I guess I am really not able to answer your question. We have not felt there was any inequity in meeting the needs of Seattle.

Mr. Quie. If the gentleman will yield.

Mr. Hawkins. Yes.

Mr. Quie. That evidently is true on a State and local level to be even a greater percentage to the non-SMSA scale area.

Mr. Hawkins. The chairman also calls to my attention that part of the criteria is that due consideration will be given to the relative ability of the particular local educational agencies within the State, particularly those in economically depressed areas and those with high rates of unemployment, to provide the resources necessary to meet the vocational educational needs of the communities served by such agencies. It would seem to me this distribution and high dropouts also is included. This is in the reverse relationship to that criteria which is written into the act.

If you can't give the explanation today, I think we would appreciate if, after giving due consideration to it, you can give us some explanation of why that criteria is not followed and why this distribution, which appears to be a maldistribution, is actually prevailing.

Mr. Binnie. Yes, I would be glad to get an answer together, Congressman.

Mr. Hawkins. Thank you.

Mr. Meeds. The gentleman from Minnesota.

Mr. Quie. I have just one point. I assume since the population is 69 percent in Seattle plus the SMSA, that approximately that number of State legislators come from that area as well. Here in Washington, the legislators must have agreed to that. So it will be interesting.

Mr. Hawkins. Do you think they really know about it?

Mr. Quie. I asked earlier because I want to find out who in the world made the distribution of the State money? They said that was made by the legislature. The Federal money is negotiated, so you would think the legislature knew about it.

Mr. BINNIE. I will be glad to pursue that and get an answer to that for you.

[Response follows prepared statement.]

Mr. MEEDS. Let me not ask a question but raise two points. First of all, I thank the gentleman from California for touching on that. This is precisely what we were trying to prevent in the enactment of the 1968 Vocational Act Amendments and here I find it in my own State and in my own congressional district, which is particularly dismaying, as Everett is part of the Seattle metropolitan statistical area.

I hope you have a good explanation of that.

Second, I am apprehensive, let me say I have mixed emotions about your testimony with regard to the 31 people being transferred to the superintendent of public instruction.

First of all, I thought that there might not be sufficient input through the coordinating council because of the paucity of funds going through there, while much more of the funding was going through other areas. And if that group, those 31 people, are really going to have an input over here in the superintendent of public instruction's administration of vocational education programs in the State, and if the State coordinating council is going to have an input to them, then that is one thing; but, if they are simply being funneled off over to the State department of public instruction with no coordination with your office and no management left in your office of those personnel and none of them going over to the community college sector, it looks very bad. It may be that it is necessary to write into the law something to prevent that kind of ripoff, if that is what it really turns out to be, so I hope you will consider that very carefully and I hope you will be able to show us that those 31 people are really having an input with Federal dollars into the total vocational education program of the State of Washington and you indeed have some control and some input into them. Otherwise, it seems to me to be a violation of the purpose and intent of the Federal law.

Mr. QUIE. Will the gentleman yield?

Mr. MEEDS. I would be delighted to yield.

Mr. QUIE. I would also be interested to know what you would save if the law was changed so you wouldn't have a sole agency and you could run two agencies? How much of that money would actually get to the coordinating council and then down to the school districts?

Mr. BINNIE. I thought about that, about why have the sole-agency law. If there were no requirements to have a unified plan, nobody would have to prepare one. If there were no requirements to have reports, nobody would have to submit any. Those are functions for assessment of need. No one would have to do that. We have done a functional analysis of the State agency and we are convinced that the greatest task to be done is within the superintendent's office regarding program expansion and program development. We put people with the know-how there to accomplish that task, hoping there would be a positive response.

If these other tasks must be done, somebody is going to have to do them. It doesn't matter if you have those persons in one agency or three agencies. The question is what functions must be performed and how many staff people does it take to perform them. I think if we can't use the functions of the coordinating council that they can't still go undone; they must be done in order to meet the law.

Mr. Quie. They have to come from those other two sources?

Mr. Binnie. Yes; they are collected from those sources.

Mr. Quie. What about each of those that made their reports separately?

Mr. Binnie. You could divide up the staff that is left and put them in both agencies and they will gather the reports for you. The danger however is the articulation problem; the need for the development of common practices and procedures, common policies. We feel, I would think, that you would have very different standards and very different directions and policies, if there was no coordinative unit to bring the concepts and ideas together.

Mr. Quie. How many people do you need to run the $38 million that comes from the State?

Mr. Binnie. Do you mean if you put it under one agency?

Mr. Quie. How many does it take now to run that? That doesn't go through the coordinating council?

Mr. Binnie. Oh, the impact, it's true, the impact of those State dollars are being run by the same staff, the same supervisors who are controlling the Federal programs. It is really not separate; it is the same programs, spending the Federal and State dollar. If you improve it you have improved the whole program, not just the Federal portion. So that same person is working on the total program, not just the Federal program portion.

Mr. Quie. If you have people in the coordinating council, it seemed to me what Mr. Hawkins' question was that the Federal money isn't that important. The one important thing is the loss of the coordinating council because you wouldn't be operating then, but you would still have $38 million coming out of the State, if not more.

What kind of staff does the superintendent of public instruction now have on vocational education in the location before the 31 and plus the 7 you gave them?

Mr. Binnie. The people responsible for vocational education in the superintendent's office were seven vocational educators. He also has a business officer, excuse me; he has other support staff. He has a business office just like we do; he has planners just like we do.

Mr. Quie. There are no State-funded personnel?

Mr. Binnie. Not that are part of the vocational education division, that are doing vocational education. There are other people that are supporting career education and other concepts that are supported by State dollars.

Mr. Quie. It seems unhealthy that 100 percent of the administrative costs comes from the Federal dollar even recognizing that you have a few sheckels coming out of the $766,000.

Mr. Binnie. I agree with you. That is an unhealthy situation.

Mr. Quie. That is wrong.

Mr. Binnie. The ability to improve that is to get State support for administration, but that is really a tradeoff. If you take part of the State funds and put it into the supervision and you release more of the Federal funds, then what you have been able to release is earmarked Federal moneys that may be used to innovate and develop new things.

Mr. QUIE. But it is not a total tradeoff because all administrative responsibility flows through to the Federal Government. Because we are legislating on the national scene, and the State on the State scene, the State legislature's concern is merely to get money out to the school district. However, I would think they are not addressing themselves to the whole personnel problem, the planning problem and the management problem on the State level because they aren't putting any money into that.

Mr. BINNIE. I haven't felt that way. I don't think that is true. Our staff in the State of Washington consider ourselves, oddly enough, State employees. The State can fire us; the State can hire us. If we are talking about a source of funds that happens to pay salaries, that is true, but the bulk of that source at this point in our agency is Federal dollars.

We address ourselves to the State plan. We try to make sure that our plan meets with the Federal intention. But the plan also contains local and State dollar planning and we are concerned with the State of Washington program.

Mr. QUIE. But don't the elementary and secondary schools, as they are administered by the superintendent of public instruction, have to answer to the State legislature?

Mr. BINNIE. Yes.

Mr. QUIE. They are elected by the people. You and people who are in the superintendent of public instruction's office working on vocational education are answerable to the U.S. Office of Education?

Mr. BINNIE. That is not true.

Mr. QUIE. That is not true?

Mr. BINNIE. No, sir. I am just preparing today a budget to submit to the State legislature. I am afraid our State legislature feels that every dollar that comes into the State is under their control. We have to go through them with our State program to show the expenditures, where it is going to be spent and they have to approve it. The consequence of not approving it would mean maybe we couldn't accept the Federal dollars or that the Federal dollars would flow back. But they analyze our budget. They analyze our program of work and our interrelationship with the plans of the superintendent and the community colleges. They make statewide decisions and we are subject to the control of the legislature.

Mr. QUIE. I have great admiration for Congressman Meeds who works on this. I think that it is very helpful and you are very fortunate to have the regional office in your own State. Beyond that, I surely hope you wouldn't look at the U.S. Office of Education as being the source of intelligence, sensitivity, or knowledge of what ought to go on in the State of Washington.

Mr. BINNIE. I agree.

Mr. MEEDS. Thank you, Art, for some very thought-provoking testimony.

[Information referred to follows:]

Coordinating Council for Occupational Education,
Olympia, Wash., September 25, 1974.

Hon. Lloyd Meeds,
U.S. Congressman,
House Office Building,
Washington, D.C.

Dear Lloyd: At the conclusion of the subcommittee hearing held in Seattle, several questions calling for further clarification remained unanswered. We have some doubts about what is the most effective manner by which to communicate additional data or comments addressed to those questions. As a beginning point, for example, the enclosed copy of Art Binnie's letter to the Washington Association for Retarded Children addresses one issue raised in that hearing. That was the allegation that "differences" exist between the allocation of funds for vocational education of the handicapped and the distribution of those funds.

My procedural question is whether this letter copy will serve the purposes of the committee in clarifying that question or whether some other form of communication from us to the committee would be more appropriate. Secondly, from a procedural standpoint, would it be more appropriate to attempt to file a single consolidated response addressed to the series of questions rather than to attempt to answer them separately.

A third factor is the timeliness in which we need to respond. That is, for the purposes of inclusion in the record of this particular subcommittee, by what time would all our responses need to be filed?

With regard to the question raised about the allocation and distribution of handicapped monies, it is most unfortunate that those persons testifying before the committee were less than fully informed. A result was the creation of a mistaken belief which was picked up by the press, based on an allegation that something in the vicinity of $100,000 had been allocated for vocational purposes for handicapped students and not distributed to those purposes. As you note from the enclosed letter, the explanation for that supposed difference is essentially uncomplicated. The Association for Retarded Children did not inquire and we did not detail our accounting processes under which "expenditures" are tallied only after-the-fact. Additional categoric funds may be encumbered for special purposes but not yet expended. Our records indicate that an amount of $132,224 of handicapped funds has not yet been "spent" but it is encumbered and will eventually go to the purpose for which it has been earmarked.

There is, then, really no problem. And certainly there is nothing sinister about the supposedly "missing" monies.

We are naturally concerned to place these facts before you as an individual This letter and attachment will serve that purpose. It may not, however, be in a format useful to the purposes of the committee. That procedural problem, as I said, is one which I would appreciate clarification for.

It was good to have the pleasure of hearing your most timely remarks last Saturday evening in Lacey. I was particularly appreciative when you initially addressed the gathering as "Democratic workers and enlightened Republicans". There should be no difficulty fitting me somewhere into that while still preserving the educator's role of bipartisanism.

I look forward to visiting you there in D.C. during the first of my AVA Internship experiences between October 28 and November 8.

Cordially,

Charles A. Johnson,
Executive Assistant, Office of State Director.

Enclosure.

COORDINATING COUNCIL FOR OCCUPATIONAL EDUCATION,
Olympia, Wash., September 16, 1974.

Mr. PERRY J. LILJESTRAND,
Executive Director,
Washington Association for Retarded Children,
Olympia, Wash.

DEAR MR. LILJESTRAND: I was interested to hear the testimony of Mrs. Kathleen Barnett and several others representing your association at the Congressional Hearing [illegible] Seattle on August 28. The focus they brought to the needs of the handicapped were a worthwhile contribution to the purposes of the General Education Subcommittee.

It is unfortunate that additional discussions between us did not occur prior to this hearing regarding the concern you expressed over funds expended. I indicated in my testimony that communications begun between your association and this agency were still quite incomplete. I indicated further my expectation to pursue further some of the issues raised in your letter to us of July 23. Such further communications will not, however, serve to rectify some mistaken impressions which were picked up by the press from the hearing. Those mistaken impressions were an unfortunate by-product of incomplete understandings upon which your organization's testimony was based.

I refer specifically to the matter of a reported "$100,000 difference" between the allocation and distribution of handicapped funds from the 1974 monies available. I am not aware of the sources of your information and, therefore, cannot respond specifically to the spending figure you reported of about $585,000. But let me assure you that there are no "unaccounted for" funds.

Our official records indicate that the amount of federal vocational funds allotted to handicapped purposes in FY 1974 was $682,702. That is the amount reported to you in my letter of August 16. Of that amount, $101,538 was allocated for tasks carried out for handicapped purposes within three state agencies: The Superintendent of Public Instruction, The State Board for Community College Education and this agency. $254,609 was allocated to the community college system for use in handicapped program activities. $326,555 was allocated for use in those purposes by the common schools and vocational-technical institutes through the Office of the Superintendent. Those three figures total the $682,702 monies available.

Actual state agency expenditures and claims from schools through August 7, 1974 amount to $550,478. Funds that have been encumbered for project use but that had not, as of that date, been claimed amount to $132,224. I suspect that it's this latter amount—funds that are encumbered but that have not yet been "spent", which accounts for the supposed "difference" or "unaccounted for" money. To simply say that this money has not been "spent" is accurate but obviously does not reveal the full truth of the matter. Had I known the purpose behind the questions in your letter of July 23, or had I been requested to further clarify our response of August 16, this additional level of detail could certainly have been made known to you in time to prevent any possible public misunderstandings.

Let me add one further point of clarification. Under the regulations for the encumbrance of funds, those monies are not available for any other uses unless officially unencumbered. Any "difference" between allocated and spent monies relates only to the factor of time. We do not anticipate disencumbering any part of the $132,224. We do anticipate receiving claims for completed projects that will result in the full expenditure of all appropriated dollars. The headline in the *Seattle Times* would have been more accurate had it read "Some Aid Not Used By Schools *YET*."

I have enclosed for your information a copy of a memorandum to Deputy Director Wimer from our Fiscal Officer. It provides a further breakdown of these figures. Should a level of still further detail be helpful to your purposes, I would appreciate an opportunity to provide additional facts.

Sincerely,

ARTHUR A. BINNIE,
State Director and Executive Officer.

Coordinating Council for Occupational Education,
Olympia, Wash., December 13, 1974.

Hon. Carl D. Perkins,
Chairman, General Subcommittee on Education, U.S. House of Representatives,
Rayburn Office Building, Washington, D.C.

Gentlemen: The enclosed supplementary data is prepared in response to questions that arose in the course of the Subcommittee hearing held August 28, 1974, in Seattle, Washington. The questions from the members—Mr. Meeds, Mr. Quie, and Mr. Hawkins—are not exactly quoted but do paraphrase the substance of their individual inquiries.

Mr. Meeds. What is the distribution of personnel in your agency, by their functions, and to what extent are those personnel supported by Part B funds under Public Law 90–576?

The agency is assigned 101 man-years for fiscal year 1974. Those are inclusive of professional, median, and clerical personnel. Of that total, only 69 are funded to some extent from federal funds under Public Law 90–576; i.e., 31 professional, 5 median, and 33 clerical positions.

A more accurate perception is, therefore, that 31 professionals are assigned to fulfilling purposes associated with Part B of Public Law 90–576 in this agency.

Salaries and benefits for those 69 man-years in fiscal year 1974 total $1,099,513. Of that amount, 48% ($522,979) is achieved from federal vocational funds and 52% ($576,534) is supported by state funds. Expressed differently, federal vocational funds of $522,979 could be said to provide full support for 33 of our total man-years, aproximately half of which would be professionals.

The materials from which Mr. Meeds obtained his perceptions apparently indicated that this agency used 28% of its allotment of dollars under Part B of Public Law 90–576 funding to support fixed state administrative costs. The inference, further, was that all of our 101 man-years were so used and that all of the man-years were professional staff. Related to the preceding breakdown, however, fixed administrative costs for the 69 man-years supported only 12.3% of the federal Part B allocation in fiscal year 1973 and that amount was further reduced to 8.9% in the year in question, fiscal year 1974.

To complete a description of the staff assignments, in addition to those 69 man-years, the balance of the man-years by function and source of support are as follows:

Fire Service Training Programs, 100% state funded, 9 man-years (3 clerical and 6 professional).

Veterans Administration Contract, 100% V.A. funds, 6 man-years (2 clerical and 4 professional).

MDTA/CETA Program, 100% MDTA/CETA funds, 13 man-years (6 clerical, 1 median, 6 professional).

EPDA Grant Program, 100% EPDA funds, 3 man-years (1 clerical, 2 professional).

Mr. Meeds. Can you compare the administrative, state level support provided in your state for vocational education programs with the support employed for state level administration of programs such as Title I and Title III of the ESEA?

Note: A similar question to this was asked by Mr. Quie elsewhere in our testimony. The following data and observations are designed to respond to both.

Details regarding support for vocational education programs, services, and activities are provided in the preceding response. Support for Title I, ESEA, funded for fiscal year 1974 at $19 million is reported to be 6 man-years. (See enclosed memorandum from Superintendent of Public Instruction dated September 6, 1974.) Title III, ESEA, funded in fiscal year 1974 at $2.3 million, is reported (September 6, 1974 memorandum) to be 3.5 man-years. It is our belief, however, that no useful conclusions can be drawn from a direct comparison of only costs/staff assigned to state level administration of vocational education and those associated with Title I and Title III.

Implicit in grants management are both direct supervisory and administrative responsibilities and indirect ones. These are initially set by the grantor, based upon a series of judgements about the nature and degree of controls required to achieve the grant's optimum objectives. In grants to states, a further set of judgements are applied by the grantees—the states—in subgrants to local educational agencies and others who will perform the eventual services.

Historically, the controls required to satisfy the objectives for vocational education grants have been more direct than indirect, and of greater complexity than those for general education purposes. It is to be assumed that the essentially pioneering objectives sought by vocational education program funding makes closer supervision and more detailed reporting desirable.

It cannot escape notice either that what has been described as "catalytic" and "change-agent" efforts in vocational education have largely been provided through the efforts of administrative personnel. These persons have been the agents for change. Much of the overall net progress has occurred from attitudinal changes among both publics and general educators. "Administrative" salaries supported the efforts of the persons who brought these changes about. While that may not be obvious in analyzing administrative productivity, I believe it is too important a factor in the overall assessment to be omitted from mention.

In evaluating "administrative" costs, the possibility for misperception also exists from omitting local administration and only counting "state-level" costs. That is, the nature of controls exercised over varied program activities frequently are designed to include major amounts of local supervision. That tends, in my judgment, to be more often the case with general education activities and would account for further skewing in the comparisons between ESEA and vocational education administration at the state level only.

With the much perspective added, I submit again that it may be of little value to attempt to capture measurements of productivity from comparing allocated dollars or people to two such dissimilar activities as vocational education and ESEA, Titles I and III.

Mr. QUIE. Page 10 of your appendix materials (Report prepared for General Subcommittee on Education—June 15, 1973) indicates agricultural enrollments for 1972 at 15,680 and shows your 1977 projection as 31, 434. In view of what appears to be a general decline in agriculture jobs, how do you account for that rising projection?

First, let us employ more current data than this 1973 response. Part II of the State Plan for Vocational Education (page 84, July 1, 1974) indicates revised data as follows:

Ag and Ag-related enrollment projections (preparatory and supplementary)

1974	21, 307
1975	22, 777
1979	27, 763

While the growth curve we presently project is somewhat lower and flatter, the sense of Mr. Quie's question is still applicable. Why is there growth at all? The explanation remains, consistent with my testimony at the August hearing, that greater numbers of agriculture-related occupations are included in "Ag" data. Further, that these occupations, such as forestry, acquaculture and sea-oriented occupations, irrigation technology, and ornamental horticulture ("urban agriculture") are showing increased needs for qualified workers in the State of Washington. A two-page chart, entitled "Section I—Programs Offered in 1972", dated January 25, 1974, is enclosed (see Exhibit I). It details these projections by occupational (OE) code for the years 1975 to 1981.

These data are the product of an improved forecasting system developed by our agency. The development of that system and its applications to management that have extended well beyond our agency into other state agencies, is a story in itself. For the purposes of this response, however, we believe these data to be reliable as a result of applying this sophisticated forecasting methodology. The explanation for increases remains, as stated, the inclusion of growing numbers of ag-related occupations to data that in years past would have consisted almost entirely of production farming occupations.

Mr. HAWKINS. It appears from your data that greater amounts of support are being provided for rural populations in vocational programs than for urban populations in the Statistical Metropolitan Areas of Washington State. In view of the federal emphasis for priority support to urban areas, how do you account for that?

Analyzing fiscal year 1974 data, it does not appear that our "rural" populations are receiving greater support than those in urban areas. In fact, the reverse is true. (See Exhibit II.) But, requisite to understanding this picture, one must grasp some uniquenesses in our population distribution. What is "urban" and what is "rural"? Additionally, we need to explore what those dollars purchase since tracking gross allocations alone based upon population simply will tend to show those dollars gravitating to areas with the largest concentrations of persons. Are there, however, significant differences in what those dollars will purchase in "urban" versus "rural" areas?

It would be helpful to recognize some overall aspects of our population distribution. The thrust of your question touches only two extremes—metropolitan and rural areas—but educational resources must be distributed over the other populations as well. From 1973 census data, 57% of our residents live in 265 incorporated cities and towns. Of those 1,976,830 persons, 74% or 1,467,466 reside in our 25 largest cities which range in size from Seattle with 515,000 to Kennewick with 16,200. The remaining population of 509,364, or 25.8%, are spread over 240 other cities and towns. Twenty-five of these additional towns and cities have population between 5,000 and 16,000 persons and are located outside the "metropolitan" designations. From size, geographic and economic aspects, these really cannot be classified or treated as "rural" in terms of programs needed and wanted.

Meeting the needs of these citizens, vocational education has dramatically expanded. The enclosed data (Exhibit II) related to the common school system. Additional services are, of course, provided by state-wide community college system that was established in 1967. Its operating costs (exclusive of federal funds) were $29.3 million in 1967 and reached $80 million in 1973. Enrollments rose from 40,612 in 1965 to 122,859 in 1972. Vocational enrollments have risen from approximately 12% of that 1965 total to approximately 44% of the 1972 total. Interestingly also, program completors throughout the community colleges in 1972 consisted of 60.1% who completed occupational/vocational programs and 39.9% who completed academic programs. Retention in vocational programs, therefore, remains proportionately higher even as those programs continue to expand.

Vocational program growth in the common schools has been equally impressive—from about 200,000 in 1969–70 to slightly over 250,000 in 1972–73.

No analysis of "funding" can rest on federal allocations alone. In total dollars expended, state-wide, the federal portion for fiscal year 1970 through fiscal year 1973 has remained between approximately 10% to approximately 18% of the total, as seen in the following chart, serving an increasing clientele:

[Dollar amounts in thousands]

	1970	1971	1972	1973
State and local expenditures	$34,561	$36,436	$44,332	$54,788
Federal expenditures	3,824	7,222	6,178	9,172
Total expenditures	38,385	43,658	50,510	63,960
Students served [1]	219,512	229,388	246,571	262,871

[1] Exclusive of group guidance.

In concluding this review, one additional point is important to consider. "Urban" programs, as stated previously, existed and were well supported in Washington State prior to the 1963 Act. From a developmental standpoint, improving and expanding those urban programs has been proportionately less costly than establishing the new programs required outside the metropolitan areas. The "catalytic" purposes required under Public Law 90–576 cost more in plowing new ground. I believe, therefore, that not only have SMSA areas received a greater share of actual dollars, but those dollars have purchased a greater array of services within existing facilities than, proportionately, has been the case in our rural areas.

Sincerely,

ARTHUR A. BINNIE,
State Director and Executive Officer.

SUPERINTENDENT OF PUBLIC INSTRUCTION,
Olympia, Wash., September 6, 1974.

Memorandum to: Charles A. Johnson.
From: Bruce Brennan.
Subject: Man-years of supervision for title I and title III ESEA—now Public Law 93-380.

Current staffing levels for the Office of the State Superintendent of Public Instruction for these Titles are as follows: Title I—Six man years with a current year funding level of $19 million dollars. Title III—Three and one-half man years with a current year funding level of $2.3 million dollars.

We have not provided this information for Title V since that particular Title has as its purpose the strengthening of State departments of education and, therefore, that information would not be useful in making the type of comparison you are attempting.

We trust that you will deal with this information in its proper perspective in as much as this total agency is currently at a 250 man year level. This information zeros in on those individuals within this agency who are specifically responsible for these Titles. It does not indicate the extent of involvement of other personnel in the agency of a supportive capacity.

If we can be of additional assistance, feel free to contact us at any time.

BRUCE BRENNAN.

EXHIBIT I

SEC. 1.—PROGRAMS OFFERED IN 1972

OE codes	Program titles	Projected demand						
		1975	1976	1977	1978	1979	1980	1981
01.01.00	Agri production	122	121	120	118	117	116	114
01.01.01	Agri technician							
01.01.04	Agri education							
01.02.00	Agri supplies/services	84	87	90	93	96	100	104
01.02.01	Agri business							
01.02.02								
01.02.03								
01.02.04								
01.02.98	Animal technician	DNA	DNA	DNA	DNA	DNA	DNA	DNA
	Veterinarian aide							
01.02.99	Farrier	9	9	9	9	10	10	10
	Horseshoeing							
01.03.01	Agricultural mechanics	29	30	31	32	33	34	36
01.03.05	Farm equipment mechanic							
01.03.99	Agri mechanic							
01.03.04	Irrigation technician	DNA	DNA	DNA	DNA	DNA	DNA	DNA
01.05.00	Environmental horticulture	336	348	360	373	386	400	415
01.05.01	Ornamental horticulture							
01.05.02	Horticulture							
01.05.03	Groundskeeper							
01.05.04	Greenhouse operator							
01.05.06	Landscaping							
	Turf management							
	Greenhouse and nursery management.							
	Floriculture							
01.06.00	Agri resources	55	57	59	61	62	64	66
	Natural resources technician.							
01.06.02	Recreation	142	147	153	159	165	171	178
	Recreation technician							
	Park ranger							
01.06.04	Wildlife	170	177	183	190	197	205	213
01.06.07	Fish and game technician							
01.07.00	Forestry	124	125	124	125	126	125	127
01.07.03	Logging							

[Exhibit 11]

COMPARISON OF VOCATIONAL EXPENDITURES IN WASHINGTON STATE SMSA'S AND RURAL AREAS COMMON SCHOOL SECTOR, GRADES 9–12 AND VOCATIONAL-TECHNICAL INSTITUTES

METHOD

1. SMSA's were defined in accordance with Washington State Employment Security designations.

2. School districts within each SMSA were identified, and classified as "urban."

3. School districts outside SMSA boundaries were classified as "rural."

4. Encumbrances of Federal funds (Public Law 90–576), all purposes, were identified for each district in SMSA's for 1974–75 school year.[1]

5. Budgeted allocations of State vocational funds were identified for each SMSA district for 1974–75 school year.

6. Budgeted allocations of local vocational funds were identified for each SMSA district for 1974–75 school year.

7. All sources of revenue (4, 5, 6 above) were added together to show total expenditures in each SMSA and those totals were added together to show total expenditures for vocational education in all SMSA's.

8. Full time equivalent (FTE) students were served in each district in each SMSA were totaled and divided into total SMSA expenditures to arrrive at average FTE cost. (State vocational funds are allocated on a vocational FTE base while Federal Part B funds are allocated on a formula which speaks to the requirements of Public Law 90–576 and which relates to the nature of vocational services offered. All other Public Law 90– 576 purposes are funded on project, written proposal base.)

9. SMSA figures were subtracted from total expenditures and total state FTE's to arrive at rural figures.

COMPARISON OF VOCATIONAL EXPENDITURES IN WASHINGTON STATF SMSA'S AND RURAL AREAS COMMON SCHOOL, SECTOR, GRADES 9-12 AND VOCATIONAL-TECHNICAL INSTITUTES, 1974-75 SCHOOL YEAR

	Amount
SMSA –82 school districts.[1]	
Total Public Law 90-576 funds encumbered	$1,813,956
Total State and local funds allocated	32,348,020
Total	34,161,976
Rural—144 districts:[2] Total vocational funds (all sources) encumbered/allocated	7,163,715
	41,325,691

[1] SMSA's as designated by Washington State Department of Employment Security: 1. Seattle SMSA: All of King and Snohomish Counties, 2. Tacoma SMSA: All of Pierce County; 3. Spokane SMSA: All of Spokane County; 4. Yakima SMSA: All of Yakima County; 5. Pasco-Kennewick SMSA: All of Franklin and Benton Counties; 6. Portland SMSA: All of Clark County (State of Washington).

[2] Rural districts, for these purposes, are all those districts located outside the boundaries of standard metropolitan statistical areas (SMSA's).

Note: Average expenditures per FTE, SMSA districts: $1,391; average expenditures per FTE, rural districts: $722.

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[1] Actual expenditures for 1973–1974 school year were used for vocational-technical institutes rather than budgeted and encumbered figures.

School district	State and local, 1974-75	Public Law 90-576, 1974-75	FTE students
SEATTLE SMSA			
King County:			
Seattle	$2,422,340	$119,199	1,514
Federal Way	532,256	11,527	471
Enumclaw	126,122	2,608	138
Mercer Island	161,086	1,965	126
Highline	1,680,910	32,057	1,104
Vashon Island	28,459	1,161	20
Renton	2,007,058	180,795	1,365
Bellevue	994,139	25,492	627
South Central	95,988	3,001	64
Lower Snoqualmie	44,574	2,787	40
Auburn	636,228	7,771	392
Tahoma	72,993	4,591	66
Snoqualmie Valley	98,950	2,143	93
Issaquah	484,625	15,874	440
Shoreline	507,659	13,497	450
Lake Washington	915,602	94,438	717
Kent	924,649	75,726	720
Northshore	266,014	8,039	211
Total	11,999,652	602,671	8,558
Snohomish County:			
Everett	649,166	28,966	556
Lake Stevens	111,884	2,322	103
Mukilteo	256,548	12,827	211
Edmonds	1,343,351	24,200	1,029
Arlington	128,632	9,144	115
Marysville	188,151	70,866	190
Monroe	103,289	5,930	105
Snohomish	186,410	4,769	203
Sultan	63,391	4,037	36
Darrington	40,852	4,912	30
Granite Falls	16,802	2,572	16
Stanwood	84,936	3,125	90
Total	3,173,412	173,670	2,684
TACOMA SMSA			
Pierce County:			
Puyallup	595,006	24,326	494
Tacoma	4,654,500	364,657	3,155
University Place	33,004	179	47
Sumner	191,986	11,436	191
Orting	28,366	13,789	29
Clover Park	3,521,951	309,762	2,216
Peninsula	174,401	9,468	132
Franklin Pierce	346,749	23,446	345
Bethel	158,602	4,198	152
Eatonville	73,415	6,824	75
White River	53,993	2,625	50
Fife	139,786	10,826	128
Total	9,971,759	781,536	7,014
SPOKANE SMSA			
Spokane County:			
Spokane	1,260,864	11,304	1,104
Medical Lake	81,849	2,232	82
Mead	124,459	2,268	150
Central Valley	436,567	15,166	334
Freeman	34,067	2,143	35
Cheney	147,468	5,761	93
East Valley	92,735	178	93
Liberty	78,248	5,359	52
West Valley	168,764	982	176
Deer Park	74,161	4,287	76
Riverside	53,246	2,590	51
Total	2,552,428	52,270	2,246

School district	State and local, 1974–75	Public Law 90–576, 1974–75	FTE students
YAKIMA SMSA			
Yakima County:			
Naches Valley	102, 578	3, 350	81
Yakima	467, 532	23, 075	469
Moxee	62, 139	1, 750	69
Selah	132, 687	6, 824	128
Mabton	27, 950	1, 608	20
Grandview	144, 616	16, 099	125
Sunnyside	174, 610	2, 269	170
Toppenish	144, 093	3, 251	144
Highland	50, 988	4, 412	52
Granger	77, 041	3, 787	71
Zillah	123, 878	5, 662	59
Wapato	130, 770	4, 055	104
West Valley	152, 933	6, 391	144
Mount Adams	47, 421	3, 787	41
Total	1, 839, 236	86, 320	1, 667
PASCO-KENNEWICK SMSA			
Franklin County:			
Pasco	235, 162	15, 685	230
North Franklin	87, 349	6, 878	61
Kahlotus	34, 815	4, 183	63
Total	357, 326	26, 746	354
Benton County:			
Kennewick	367, 690	9, 420	315
Kiona-Benton	44, 000	2, 697	31
Finley	33, 264	5, 736	21
Prosser	101, 532	12, 828	101
Richland	280, 511	12, 267	227
Total	826, 997	42, 948	695
PORTLAND SMSA			
Clark County:			
Vancouver	821, 085	10, 358	648
La Center	42, 000	4, 937	35
Washougal	89, 685	2, 358	77
Evergreen	233, 416	19, 873	221
Camas	75, 518	1, 018	81
Battle Ground	342, 497	2, 143	331
Ridgefield	73, 997	1, 321	73
Total	1, 678, 198	42, 008	1, 466

Mr. MEEDS. Our next witness is Fred Miner, director, vocational-technical education, Tacoma. He is accompanied by three students, Charles T. Duren, Paul H. Wilkins, and Mrs. Lynetta Schwartz.

Please come forward.

It is a pleasure to welcome you before the committee. You have prepared statements. Would you make those a part of the record and you could summarize, which, in view of the lateness of the hour might be helpful if you care to. You may, if you wish, read them into the record.

STATEMENT OF FRED V. MINER, DIRECTOR, VOCATIONAL-TECHNICAL EDUCATION, TACOMA

Mr. MINER. It is good to be here and to have your colleague here from the State of Minnesota.

We are, as has been mentioned before, very proud of vocational education in the State of Washington and attribute a great deal of that to the interest on the part of our Congressman. We have been for a period I would like to describe as a number of years in this role of leadership in vocational education.

To identify myself, I am director of vocational education, my title is assistant superintendent for the Vocational-Technical Institute in Clover Park Schools. I have also for more years than I would like to remember perhaps served on the board and I am presently legislative consultant for the National Council of Local Administrators of Vocational Education.

As someone said a few minutes ago, some of this occurred before my time; as far as mine is concerned, none of it occurred before my time. [Laughter.]

Mr. QUIE. You started in 1917.

Mr. MINER. Maybe that has a suggestion in it.

I hope you will allow me to paraphrase and give the major thrust of my testimony. The hour is late and the weather is beautiful and I know everything that is going to be reacted to has already been said today, but I will take a few minutes to kind of introduce you to some of the thoughts. I will spare you from a dissertation on philosophy. I have that in my background, too, but we will save it for another day.

I have a feeling that one of the major problems in the system or in our Nation now is inflation. I like to feel that vocational education is an appropriate solution to some of our Nation's problems in this direction because we in vocational education are in the business of producing producers.

If you will notice in my testimony, I believe that Congress has a role in the leadership of this Nation. I think you need to address yourself as you have in the past, the Land Grant College Act, the Smith-Hughes Act, to, in effect, be a catalyst, and I think a new direction is needed at the present time, that is, to point out to many of us it is more important to be producers than it is to be consumers in this critical time. That is the thrust of vocational education and I am very happy to be a part of it over the years.

In my testimony I have pointed to some confusion in the language. I think it is particularly important for the Congress, when it addresses itself to legislation, to keep us communicating. In our State we have an outstanding example of what I would call semantic confusion, to use such terms as occupational education, coordinating council for occupation education to administer the State plan for vocational education. There are such terms as career education. We are all the time at the local level trying to sort these things out and communicate appropriately.

I think some of this confusion and the need for careful language is illustrated by some of the problems of accounting. When you start to count things up and you ask us to be accountable in terms of stewardship and we resort to statistics and figures and so forth, it is important that we have the language clear so that, in effect, we are giving you the kind of information that you expect from us.

I think it is a problem of being responsible. I think a nation needs to be very careful of its language. We hope that you, in drafting this legislation, would consider it.

I know you have before you the study draft that was prepared by Dr. Barlow, Lowell Burkett and Victor Van Hook, the AVA and the National Association of Directors of Vocational Education. We reviewed that and I have some input, as a matter of fact, into some of the provisions of that act and I think it goes a long way to add some clarity of language.

I like the term "prevocational" that has been introduced to describe some of the categories, career education, career awareness, occupational exploration. The draft takes these kinds of terms, and puts them into a defined category that I think will enable us to provide some accounting for you and some responsibility.

Mr. MEEDS. May I interrupt there, Fred?

Do you think the financing of career education is solely the responsibility of vocational-technical-occupational education or isn't it, should I say, without being too leading, is it not more properly the function of the total education community?

Mr. MINER. I would agree that it is more properly a function of the total educational community. I don't mind the involvement of vocational education because we need to be a part of that educational community. We are a part of it. That is why, when a choice in 1967, was presented to us legislatively here in our State, to remain a part of the public school system or move into the higher education system, there were a number of vocational administrators who worked diligently to remain a part of the public school system because we in this relationship can have some influence, I think, upon the role of elementary education and probably a little bit more impact as we sit around the table and work with principals and curriculum directors in high schools. So we feel that we have had an obligation in this regard, but I would hate to see the whole load of that challenge moved into the area of vocational responsibility.

Perhaps moving along, I analyzed in my testimony some of the provisions of that study draft. I mentioned the language "prevocational" that I like.

I would also point out that I am a little critical of the title provisions involving educational leadership and there has been some reference to that made in earlier testimony. As a local director, our challenge is to provide leadership training and vocational education teacher experiences to people who come out of the shops and out of the industries and out of the crafts and we haven't seen very much results of that from the past expenditures, Federal expenditures, in teacher education. I would like to see that section strengthened and more emphasis placed on teacher education resources at the local level and that is where the job has to be done.

I think that is one of the reasons why you get this disproportionate amount of growth in agriculture and home economics because these areas are staffed from the universities in terms of the preparation of teachers, so the preparation of teachers is logical, they are in the university system. But in the trades and industry area, our people are brought in from the crafts, from the shops and the welding areas and so forth, and we need resources to provide teacher training for these people and also to introduce them into the leadership role.

If we are going to change this system, we are going to have to look to the shop and to the local people to provide that kind of input.

I would hope the new drafted legislation will go to that aspect of it.

Perhaps at this point I had better stop and let the committee probe some of my—I hope you will be kind to me.

Mr. Meeds. Would the students who are with you like to summarize their statements so that we would have all of the testimony together?

[The complete statement of Mr. Miner follows:]

PREPARED STATEMENT OF FRED V. MINER, ASSISTANT SUPERINTENDENT OF CLOVER PARK SCHOOLS, ADMINISTRATOR FOR THE CLOVER PARK AREA VOCATIONAL TECHNICAL INSTITUTE, LEGISLATIVE CONSULTANT FOR THE NATIONAL COUNCIL OF LOCAL DIRECTORS OF VOCATIONAL EDUCATION

This testimony on Federal Vocational Legislation, while not the official policy positions of either my local school district or National Council of Local Administrators, comes from almost 30 years experience as a local Vocational Administrator and almost that many years of serving on the Board of the National Council of Local Administrators. I am pleased to be asked to place these observations on your record.

The National interest and the strength of Vocational Education requires that Congress continue to set educational priorities and legislate in support of Vocational Education. Inflation is identified today on all fronts as our biggest national problem, and inflation is nurtured by a scarcity and shortage of products and a shortage of services. Skilled producers of goods and services are desperately needed, and this is the central purpose of Vocational Education. Perhaps Congress and this Committee in its leadership roll, as it establishes priorities and finds it appropriate to use Vocational Education legislation, will emphasize the basic importance of producing more and consuming less. In any event, Vocational Education legislation and the accompanying appropriations has always been a bargain investment for the nation. Too often, education in general has been sold on the selfish basis of how much more money could be earned in a lifetime; for example, we boast with a college degree you will earn more money. Vocational Education, in sharp contrast, speaks to the quality of the individual's skills and the individual's ability to produce and serve. This is a less selfish attitude and this purpose itself could be held up as a national goal and congressional priority. "Learn to Produce More" might be a good anti-inflation goal. To sum it up, Vocational Education needs continued federal legislative emphasis and continued congressional priority expressed in both strengthened and expanded Vocational authorizations and appropriations.

As Legislative Consultant to the National Council of Local Administrators, I have reviewed and made suggestions concerning legislative needs which have been incorporated into the American Vocational Association (AVA) and the National Association of State Directors of Vocational Education Study. I am sure your Committee has a copy of this Study under authorship of Mel Barlow, Victor Van Hook, and Lowell Burkett. I endorse this Study and its recommendations as a basis for strengthened Vocational legislation. The Study in its recommendations builds upon the existing laws and has the great merit of being a refinement of present legislation; legislation which, for the most part, is doing a good basic job. The Study, by reorganizing and regrouping existing law, accomplishes the elimination of some confusion that has developed in the laws and languages with which Local Vocational Directors must deal; for example, such terms as occupational education, career education, etc. Local Directors are particularly concerned about this language confusion and urge that the terminology used to describe Vocational Education be carefully drafted. Confusion in the language leads to confusion in program and leaves Congress and the public without a method of holding educators accountable. Vocational Directors wish to be accountable for their stewardship. They earnestly desire to respect congressional priorities and purpose, and to this end Local Directors have, by resolution, asked for a careful use of legislative language. The term pre-vocational suggested in the AVA Study, Title II, to describe Vocational guidance, Vocational exploratory, and Vocational awareness experiences eliminates some confusion, this is a recommended improvement. When pre-vocational and other purposes are included in the legislation, they should be separated by title and by funding, as recommended.

There is a further potential for confusion when Vocational Education purpose is written into legislation for higher education as was done in PL 92-318, Higher Education Amendments of 1972. In this legislation, the term "occupational education" is used to describe the Vocational Education purpose. Had this legislation with its Vocational Education purpose labelled in this Act, "Occupational Education" been funded, widespread confusion most certainly would have resulted. To avoid this problem, Vocational Education legislation should be kept separate from legislation for either higher education or elementary and secondary education.

As a Local Director, my biggest challenge is to help tradesmen and craftsmen become good teachers. Legislation in some way should insure that in-service education funds go to the local schools where this teacher education job can be done. Vocational teacher education for the local classroom and shop teacher must be conducted on-the-job. Teacher education and funding for this purpose needs strengthening in legislation. This on-the-job teacher education purpose is, in my view, not clear enough in present law or in the AVA Study suggestion. Local Directors understand better than anyone the need for locally developed teacher in-service education.

In writing legislation it is important to keep in mind that Vocational Education is neither secondary nor post-secondary, it is neither higher education nor lower education by legislation or by definition. Vocational Education serves all ages and I hope Congress continues to legislatively mandate its central purpose as "jobs"—employment—products and services. The very strength of Vocational Education is its purpose, carefully defined in federal law, and its focus upon all ages and all groups. Vocational Education is the purpose which brings people of differing ages together teaching them for a common purpose—*employment in the production of the nation's goods and services.*

The AVA Study previously referenced organizes existing Vocational Education purposes into five logical titles. This organization will be easier for Local Directors to understand and work with.

Title I—"State and Local Advisory Councils and State-wide Planning" is an easily understood and logical arrangement. The major improvements in this title are the addition of consumer representation on the Advisory Councils and the State-wide Planning section is new. Both of these changes are needed and will add strength.

Title II—"Pre-vocational" is a new and better way to describe those activities that have been "kicking around" in some semantic confusion—*career awareness, occupational exploration*, and *career decisions*. These items have a logical pre-vocational relationship and need to be grouped and supported. Pre-vocational is an excellent label and I urge you to legislate this as a logical category. As this pre-vocational title becomes operative, it is important to prevent its development and funding from detracting from the *central purpose* of Vocational Education.

Title III—"Vocational Education Program Support". This is the central focus of Vocational Education and this title provides block grant support for all students and all programs. While there may be some question regarding the wisdom of funding this title as a block, careful and expanded state planning can be used to eliminate most of these concerns. At least this grouped approach is worth a try and I support this design as long as the purpose of the title is very clearly expressed. This title, as written, does protect by percentage call-outs disadvantaged and handicapped programs, and specifies a balance of Vocational expenditures between youth and adults. In these call-out protections, I concur.

Title IV—"Vocational Education Program Services"—Teacher education services under this title need to be more sharply focused upon the in-service teacher training need. The AVA Study draft is somewhat critical of past Vocational teacher training expenditures and this criticism is justified. The teacher training section of this title needs careful attention. Student follow-up services and student support functions are logical aspects of this title. Student support provisions need to be updated to reflect the changed economic climate and inflation since 1968. The Study has made these recommendations.

Title V—Finally in the AVA Study proposal, funds for Applied Research, curriculum development, exemplary projects, and leadership development are divided between the Commissioner and the States. This division of initiative and funding seems logical in the support of goals which may be identified by both levels of leadership—State and Federal. As a Local Director who has need for action in research, I submit that the greatest need is for what I choose to call *action research*—the "let's try it and see if it works" variety.

Perhaps on this research issue, I am a little like the Vermont farmer who, when approached by the agricultural agent to try a new research-developed farming method, responded that he didn't need it as he already wasn't farming half as well as he knew how! I'm in favor of Vocational research but feel it would be most effective if conducted as *Applied Research* in full view of the Local Vocational Directors who, like the Vermont farmer, are already not delivering Vocational Education as well as they know how.

It has been an honor to appear before you on behalf of Vocational Education. I am proud to be a participant in this Vocational Education enterprise.

Mr. MEEDS. Lynetta, would you like to lead off?

STATEMENT OF LYNETTA C. SCHWARTZ, STUDENT, CLOVER PARK VOCATIONAL-TECHNICAL INSTITUTE

Mrs. SCHWARTZ. My name is Lynetta C. Schwartz and I reside in Tacoma. I graduated from Puyallup High School and presently I am a student enrolled in the 9-month stenography course at Clover Park Vocational-Technical Institute.

As a high school senior I was a student in distributive education, known as DE. It provided education, business, and work experience.

After high school and before enrolling in the vocational-technical institute, I attended Green River Community College for one semester. I changed from the community college to the voc-tech school because I did not feel they were working to get me into a trade. I felt the courses were a duplication of my high school classes. I needed training to get a job.

And I was looking for a job for the pure fact of bread and butter, because I was on my own, and I didn't have much time and much money to do this.

One of the main reasons for choosing the voc-tech school was the practical training at a reasonable cost. This meant a lot to me. This was the most important factor why I attended this voc-tech school.

I feel the closer you make education to the real working world, the answer as you mentioned, Congressman Meeds, that unemployment tripled for students, and I really feel there is a gap here, to the fact that if you get a student so he can work accurately and competently to go out and get a job, the chances of being accepted in this job and not turned away for no previous work experience. You will find here in my next paragraph the reason why I am saying this.

Some of my friends from other high school classes went looking for jobs after graduation and found this barrier of "no previous work experience". At the same time, in my case, because of the distributive education course, I had been working for the last 9 months as a student trainee in a major department store. I was 9 months ahead of my fellow students, my fellow classmates.

There is another problem and that is known as, I title it "pure uncertainty", to the student as to what trade to follow. We had career training days in my high school and sure they were valuable to me, they got me thinking so I could make a decision. The time was well spent because they got me to thinking and you need to do this to high school students, but, because I didn't make the right decision, as other students don't, they spend much of their time and savings for this education in their search for the right education.

I was really pleased when I stopped, on the spur of the moment, at Clover Park one day and decided this is where I wanted to go. I walked in and here in black and white, in pamphlets, are the 52 courses that you can take at Clover Park. It told me exactly what skills I am going to learn. I wasn't given something like this when I went to Green River Community College. I was given English, history, things all over again that did not go into the business line, kind of a carry-on from high school, but it was a duplication all over again.

I would like to stress that my main reason for going to vocational school is being able to get closer to industry.

That is it.

Mr. Meeds. Thank you, Lynetta.

[The complete statement of Mrs. Schwartz follows:]

Prepared Statement of Mrs. Lynetta C. Schwartz, Student, Clover Park Vocational-Technical Institute

I am Mrs. Lynetta C. Schwartz, 8622 South "D" Street, Tacoma, Washington. I enrolled at Clover Park Vocational-Technical Institute on March 18, 1974, in the nine-month stenography course. I will complete this course in January. I am also serving as vice-president of the Student Council for the coming year.

I attended Puyallup High School as a student in Distributive Education which combines education, business and work experience. I was active in Distributive Education Clubs of America (DECA) on the local, state, and national levels. This vocational student organization proved valuable to me. It taught me leadership skills useful for my employment and community involvement.

After high school and before enrolling at the vocational technical institute, I attended Green River Community College for one semester. I changed from the community college to the voc-tech school because I did not feel they were working to get me into a trade. I felt the courses were a duplication of my high school classes. I needed training to get a job.

What motivated me to enroll at a vocational-technical institute? That is the question I am here today to answer for you.

One of the main reasons for choosing a voc-tech school was the practical training at a reasonable cost. This meant a lot to me as a young married woman seeking to enter the job market.

I feel the closer you make education to the real working world, the less the gap will be between industry and educated manpower. When you apply for a job the chance of employment is hampered without previous work experience. This is a fault in our education process.

Some of my friends from other high school classes went looking for jobs after graduation and found this barrier of "no previous work experience." At the same time, in my case, because of the DE course in high school, I had been working for the last nine months as a student trainee in a major department store.

Those early years after high school graduation are burdened by "pure uncertainty" as to what trade or field to follow, or which is right for you. With this in mind, students spend time and their savings for education in this search. Many, as I did, become unhappy or dissatisfied.

My decision to attend a vocational-technical school came after learning that the program was spelled out in "black and white" so I could see the skills which I would learn. Also, the financial requirements were minimal; the length of training time was not unreasonable; and instructors seemed to have a dedicated attitude to help me fulfill my new goal.

At my vocational school, in the business and office occupations department, students have opportunities to work under actual business conditions. This includes actual machines they will find in the business world, mock interviews in front of television cameras, lessons on résumé writing and, in some courses, actual cooperative job experience.

Anything of this nature is necessary and actual student involvement is valuable for industry. You need to be realistic as to what industry is looking for today . . . not yesterday.

STATEMENT OF CHARLES T. DUREN, JR., STUDENT, CLOVER PARK VOCATIONAL-TECHNICAL INSTITUTE

Mr. DUREN. My name is Charles T. Duren, Jr., and I reside in Tacoma. I am a high school student enrolled in the Airframe and Powerplant course at Clover Park.

I have completed my first year as an aviation mechanic. Last year I went to school one half day at a high school and a half day at the voc school. Because of the program available at the voc school, I was able to complete my high school by earning elective credits in connection with the A. & P. course and will graduate with my high school class.

I picked a vocational-technical career basically because I didn't feel like taking a bunch of worthless elective courses at my high school. I felt I should start aiming myself toward a career at that time. My father suggested the course to me because he went into the course after retiring out of the military. If he wouldn't have suggested this course to me, I would never have known about it. The counselors, if you don't go and ask them, they will never tell you.

My reaction to the A. & P. career training is that it is an excellent program. The teachers are outstanding. You could not do any better as teachers go. All of the facilities are there.

The only hangup I can really think of is the students themselves. There wouldn't be any problems except high school counselors tend to use the vocational schools as a dumping ground for students who don't do well in a normal high school. They feel, if they can't do well in a normal high school, they should go to vocational school.

This isn't true because in a vocational school, more or less, they are adult programs and you have to be a more responsible, a more reliable person, to go into these adult programs and that's not what the counselors are sending, they are sending students who have particular learning difficulties.

Going back to different schools, my main hangup is you have to provide your own transportation. There is no transportation to get you back and forth from school to school, and this is pretty hard on 15 to 16-year-olds.

Going back to counseling, one of the points I would like to make is that a number of students who start the course don't finish it. This wastes teachers' time and the school's resources. I feel if you want to go to this school, if you start it, you should finish it, otherwise you are just wasting the teacher's time and the school's resources.

Of course, now, looking to the future, after completing my A. & P. program, I am looking forward to a job. Right now the aerospace field is hurting for people, not so much in this area but in other areas. Say, for instance, if I did go into the military service, this would be something I could fall back on.

Vocation schools are fantastic. They provide an alternate to high schools because a lot of students go to high school and high schools tend to teach you things you don't want to learn, like, for instance, English. Where is English going to get you when you get out of school? If you are going to be a secretary or something like that, I can see your point, but if you are going to have a technical career, that isn't going to get you anywhere.

I think that we could make high school an alternative to vocational schools, because if you go to vocational schools you can take the required subjects there and they relate to your course. I'm not the smartest guy in the world, but the vocational schools have taught me a forreal technical career and these skills that I have learned I can relate to almost any field.

The course is designed for a specific career field but it also offers an education which I can fit into any number of areas. The career training in this course just puts you leaps and bounds ahead. It is just like going to college, except you are in high school.

Thank you.

Mr. MEEDS. Thank you, Charles.

[The complete statement of Mr. Duren follows:]

PREPARED STATEMENT OF CHARLES T. DUREN, JR., STUDENT, CLOVER PARK VOCATIONAL-TECHNICAL INSTITUTE

My name is Charles T. Duren, Jr., 8608 Tacoma Avenue South, Tacoma, Washington, and I am a high school student enrolled in the Airframe and Powerplant career training course at Clover Park Vocational-Technical Institute at Lakewood Center, just south of Tacoma, Washington.

I have completed my first year of the aviation mechanic course. During the 1973–74 school year, I attended one-half day of formal high school classes at Mt. Tacoma High School and the remaining half of the day in the program at Clover Park V-TI. For the 1974–75 school year, I will be enrolled as a full-time student in the A&P program.

Because of the program available at the voc-tech school, I will complete high school by earning elective credits in connection with the A&P course and will graduate with my high school class in June, 1975.

I picked a vocational-technical program because, basically, I did not want to stay in high school and take a bunch of "mickey mouse" elective courses. My father suggested Clover Park V–TI to me since he went through the same course after retiring from military service.

Dad is employed by Aero-Jet General and was involved with hovercraft program. He's due for promotion this fall to senior foreman after being there just two years.

My reaction to the A&P career training is that it is an excellent program. Teachers are outstanding . : . you couldn't do better. All facilities are there.

The only hangup I can think of is the students themselves. There wouldn't be any problems except high school counselors tend to use, especially voc-tech schools, as dumping grounds for students who have problems learning in school.

It is my observation that some counselors have sent some very irresponsible students to the A&P program. It's an adult program . . . you have to be a responsible, reliable person . . . that's not what high school counselors are sending.

I think one of my main hangups about going to two different schools is transportation. There are no busses for the 15-16 year old student who is a junior. This requires a car or have your parents drive. This was a great strain on my parents because both my parents work.

Going back to counseling, one point I wan to make is that a number of students who start the program do not finish it. This wastes teacher's time . . . students are just there to get general credits . . . this sorta burns me off.

Looking to the future after completing my A&P training, of course, I'm looking forward to a job. Now the areospace field is hurting for people, not so much in this area, but in other areas. If I were to go into military service, my training would be a great help to fall back on.

Vocational-technical schools, this school and others of this type, are fantastic. They provide an alternative from high schools. Many high schools are trying to teach you what you don't want to learn about, like English, etc.

I feel we should not have to go to high school unless we want to. Required courses are available at Clover Park V–TI so we can earn a high school diploma. These required courses are related to our elective career training and are much interesting since they have a purpose which we can see.

I'm not the smartest guy in the world, but those V-TI instructors taught me a technical career. There are so many skills taught that I can relate to almost anything. The course is designed for a specific career field, but it also offers education which will fit into any number of areas.

My A&P course is like a dream come true. Career training puts you leaps and bounds ahead.

It's just like going to college in high school . . . that's the way I look at it.

Mr. Meeds. Mr. Wilkins.

STATEMENT OF PAUL H. WILKINS

Mr. Wilkins. My name is Paul Wilkins. I am a resident of Tacoma also. Obviously, I have had one career and I am starting another. I am a retired Air Force colonel.

Using the voc-tech approach to train myself for business, I am halfway there. I attended the welding class, graduated, and I think I was No. 1 in the class, I recall. This next month, I start the machinist class. My ultimate objective is my own business, a floating marine repair facility providing welding and machine work, so that's my second career.

Pertaining to the school itself, as I stated in my statement, I think it is an outstanding facility. The instruction was brilliant, personal, and effective. The facility itself is adequate. I feel that the funds are needed to update the equipment and provide some new equipment and techniques that are available in the industry now that cannot be taught there now because the equipment is not available, welding and cutting, for example, of the exotic metals, stainless steel specifically.

This type of equipment should be made available because these are the metals that are being used in the industry today. They need the money to buy that kind of thing.

Other than that, I think it is a great place and I am going to go there again.

Mr. Meeds. Thank you very much, Paul.

[The complete statement of Mr. Wilkins follows:]

Prepared Statement of Paul Wilkins, Tacoma, Washington

I am Paul H. Wilkins, a retired United States Air Force Colonel, presently residing at 7101 Foster St. SW., Tacoma, Wash.

Having been asked to provide a personal evaluation of vocational-technical school facilities, equipment and training effectiveness from an "older re-trainee viewpoint," I submit the following:

During the period April 1973, through March 1974, I attended the welding course at Clover Park Vocational-Technical Institute on a full-time basis.

In my judgment, the training provided was excellent and fully qualified me in the following areas: oxy-acetylene welding, inert gas welding (TIG), short arc welding (MIG), arc welding, dual shield welding, basic metallurgy, basic blueprint reading and safety.

The technical competence of the instructors assigned was superior and, in many instances, made up for the fact that much of the available training equipment was only adequate.

I believe the vocational-technical training schools are an extremely important part of every community. Their training provides vitally needed skills, of all types, to satisfy the work force requirements of business and industry alike.

I also believe that, to some extent, the voc-tech schools have been "short changed"—treated somewhat like "poor country cousins" of the more academically oriented portions of the school system. For example, the machine and welding courses need their plant facilities and training equipment upgraded. Both need more modern training equipment. Currently available classroom space is extremely limited and not conducive to productive studying.

Perhaps an "in-depth study and analysis" of the entire school system vocational-technical training resources would:

(1) Reduce, what appears to me to be, excessive fragmentation of instructor/equipment resources. Each school seems to have a little of this, and a little of that. More like hobby shops than effective vocational-technical training centers.

(2) Reduce total instructor requirements through consolidation of equipment and training locations.

(3) Improve management and maintenance of equipment resources.

(4) Provide some equipment back-up at selected locations. This would reduce instruction time lost to equipment break-down or scheduled maintenance.

In summary, the Clover Park Vocational-Technical training activities are vitally needed in the community. In my judgment, they are doing a creditable job in fulfilling that obligation, and worthy of total community and state support.

For myself, the welding program which I have completed is part of a package goal which I have in mind. With the addition of machinist skills, also gained through vocational-technical instruction, I plan to develop a floating machine/welding facility to service the "on-the-spot" marine repair market.

Mr. Meeds. Just a very general question to you, Fred. Is the distribution of funds to the voc-tech schools the same as it is through the rest of the system, through the elementary-secondary, post-secondary? How do you get your share of this, both State and Federal?

Mr. Miner. The distribution of both State and Federal funds in the common school system, public school system, is uniform throughout the system.

One thing I didn't mention that could be pointed out here, perhaps, we are nongraded in the sense it doesn't make any difference whether sudents come to us at 16 or 60. They are all grouped into a package and we don't like this classification that indicates that they are part of a system of education. Post-high school and high school doesn't mean much to us. We, in effect, find economy and we find educational advantages and psychological advantages in terms of grouping together people of different ages. If I can get mothers and daughters together in the same class, I have accomplished something, fathers and sons working together for a common purpose, I have accomplished a great deal. So this is a major thrust.

We have the capability to do that.

Mr. Meeds. Do you feel that your position is adequately represented on the coordinating council?

Mr. Miner. Well, my answer would be no. I think the committee is aware of the fact in our State the coordinating council is appointed by the Governor and that the State Board of Community Colleges is appointed by the Governor. The public schools system through which I function and derive our resources is managed by an elected State Board of Education and administered by an elected State superintendent of public instruction.

Perhaps that answers the questions.

Mr. Meeds. Finally, do you think the position of the voc-tech institutes is adequate represented on the State advisory council?

Mr. Miner. We have one member from the tech institutes as part of that body. I don't see serious limitations there with the exception that the appointment process puts a kind of problem there with relationship to the common schools to that group and also to the State system of community colleges. We are elected and derive our source out of that kind of a process and the other systems, the State system of community colleges and the coordinating council, derives its basis from appointments.

Mr. Meeds. Lastly, I have a question which I hope both Lynetta and Chuck will answer.

As I got the thrust of your testimony, you decided to go to vocational-technical institute because you felt it was more relevant, more pertinent, to what you wanted to do? Did I miss that; is that a correct statement?

Mr. Duren. That's correct.

Mr. Meeds. Did you try to take the same courses, Lynetta, in community college that you finally took at the vocational-technical institute?

Mrs. Schwartz. The answer is no. I was taking DE, distributive education, in high school. There is a postsecondary division called management which is offered at Green River. I toured and went to different junior colleges because I didn't have the funds to go to a 4-year school, and I was sold on Green River. I got enrolled into that and it was business. You can say I can relate it to what I am going to do now, a stenographer and possibly I would like to grow from there, so I am in what you call secretarial sciences, which is a bit off, but it will still end up in a business where I have had experience. You can interrelate them.

I would like to point out one big hassle which I missed, but I've heard and I am sure other students have, too, and a person who spoke today said the same thing. You come out of the community college with a degree and end up having to get another degree to get a job.

For that matter, there is unsuccess stories, too, about voc-tech schools, somebody not getting a job. But there are so many success stories of students coming from voc-tech schools. The high placement is a selling point that voc-tech schools should be shouting about, because it is fantastic, and it is something our counselors should be telling us about. That is something I forgot to say.

Mr. Meeds. Did you hear anything about vocational-technical schools from counselors at all?

Mr. Duren. Very little. The only thing we got from counselors was, if you want to go to voc schools, come and see me. That was it.

Mr. Meeds. I'll call you; don't call me.

Mr. Duren. Yes.

Mr. Meeds. Thank you.

The gentleman from Minnesota.

Mr. Quie. Lynetta, Chuck, Paul, it is great hearing from you. It is interesting to get people to tell their personal experience with certain types of education.

Lynetta and Chuck, did it cost you anything in tuition fees at the voc-tech school?

Mrs. Schwartz. Well, I had a pretty successful senior year so I acquired a couple of scholarships so the money problem was there because I was living on my own, because I still had to go to school and work to absorb the cost there. But I am paying out money now because I am over the age of 21 and you have to pay when you go to voc-tech school, so I am receiving that expense for education all over again. But, if I didn't have the scholarships, yes, I would have to pay.

Mr. Quie. What do the scholarships amount to? What would you have to pay, do you recall?

Mrs. **Schwartz**. Well, the expense from the scholarship covered Green River Community College. They are very reasonable at the voc-tech school, like $54 a semester.

Mr. **Quie**. The scholarship was for Green River?

Mrs. **Schwartz**. Right.

Mr. **Miner**. Our tuition is $54 a semester. As you mentioned here, the break here is the age of 21.

Mr. **Quie**. You don't have to pay under 21.

Mr. **Miner**. Yes, under 21.

Mr. **Quie**. $54 a semester? Is that the same as a quarter?

Mr. **Miner**. It is the traditional semester.

Mr. **Quie**. So that would be substantially less expensive than the community college.

You are under 21, Charles?

Mr. **Duren**. Yes.

Mr. **Quie**. So it is not costing you?

Mr. **Duren**. Well, yes, it is, because we pay a shop fee, but it is just barely a fraction of the cost of what you yourself use in the course. It is just a fraction of the cost of the materials you actually use. It is very reasonable.

Mr. **Quie**. Paul, what do you pay? You are over 21?

Mr. **Wilkins**. Yes, sir. It is $54 a semester plus your welding equipment. I think the total cost of the course to me was about $240.

Mr. **Quie**. A semester?

Mr. **Wilkins**. Right—no, that was the total course.

Mr. **Quie**. The total course. Did it cost you more in welding rather than some others?

Mr. **Wilkins**. You had to buy your personal equipment, welding leathers, gloves, certain tools you have to have. Some of it is fairly expensive.

Mr. **Quie**. What education did you have prior to going into the service?

Mr. **Wilkins**. I have a degree.

Mr. **Quie**. From your experiences as an Air Force colonel, did you pick up any credits at all that would be admissible in an institution of higher education?

Mr. **Wilkins**. I graduated from the Air University, military science, all of those courses in the military.

Mr. **Quie**. So you are an individual who really had a lot of choices and you chose this?

Mr. **Wilkins**. I chose this route to a busines of my own, a complete change of career. I spent 30 years flying airplanes and using my head and I love to use my hands.

Mr. **Quie**. You use your hands a little bit flying an airplane. What were you flying?

Mr. **Wilkins**. When I retired, I was flying F-4's.

Mr. **Quie**. Is being able to work with your hands something you wanted to do for a longe time?

Mr. **Wilkins**. I have done it all of my life. I have built two boats and am building a 50-foot boat in my back yard right now. I just like to keep busy.

Back to the voc-tech for a moment. I have another example I think is very germane to the discussion here. My daughter was divorced a year ago with two small children. She had no saleable skill, a high school education, nothing else. She went to Clover Park voc-tech, entered the bank teller's course and was hired out of the class before she graduated. She is now working for a national bank. She is off my welfare roll and financially secure. So that is a plug for the school.

Mr. QUIE. That is good. I am especially pleased that you are here because there is a tendency on the part of people to look at education as something that should be available when you are at the age of Lynetta or Chuck.

Mr. WILKINS. You should never stop trying to learn something.

Mr. QUIE. Fred, you are a consultant for the National Council of Local Administrators?

Mr. MINER. That's right.

Mr. QUIE. As you deal with that State agency or agencies, you go through the superintendent of public instruction and they have an awful lot of personnel up there. You are dealing with the 7 they had before, and the 31 additional now.

What about your counterparts in local administration dealing with title I or special education? I understand there is $65 million in special education money that compares with a total of $10 million in vocational education, Federal, State, and local. They have 3, I understand, as compared to 101, plus 7, plus 6. Take your counterparts dealing with compensatory education and title I of ESEA. I suppose there probably aren't a half a dozen people at most in the State department of education working on that.

Where is Bruce? Bruce, how many are there?

Mr. BRENNAN. Here.

Mr. QUIE. How many are there in the State department of education handling title I of ESEA?

Mr. BRENNAN. There is less than that. I can't tell you for sure.

Mr. QUIE. How many people do you have in your whole department?

Mr. BRENNAN. In the total agency, 250.

Mr. QUIE. That is the total of everything.

Let me ask you, how do you deal with all of those people as compared with your counterparts dealing with such few people?

Mr. MINER. I am going to sidestep that one. I am glad you referred some of it to Bruce.

I am concerned about your proliferation of agencies. I think that is implicit in my plea for clear language and accountability.

I think it is not so much a problem with the numbers but the clarity we have in terms of administration and organization. I know that I share, as a member of the National Council of Local Administrators, the concern that comes into the administration, sometimes because of language.

I think, if you want to count the people that are involved in home ec and so forth, you can do it, if you call it home ec, but if you call it two or three different things you are going to be confused with even your ability to count them. I guess I am defending to some extent, I believe, what has been traditionally a need in the State for leadership.

I think probably, contrary to the comparison you might make with the Elementary and Secondary Act, vocational education has needed this national and State visibility. I believe the people who have been there in the past available to us to lead have been necessary and I think it has been an appropriate expense. But I think some of the things that you have been boring in on here today in terms of administration are obviously part of our problem.

I am glad to have this kind of question asked, even though I didn't answer it.

Mr. QUIE. I think we got an answer.

It shocked me to read in the Rochester, Minn., paper about a student who graduated from high school and who could not read. Minnesota has the best record in the Nation on literacy and yet this student graduated from high school. We have to be concerned about that. Nationally, I think we ought to be as high as Germany and Japan on people able to read.

I think that there ought to be some way we can get to the bottom of why there needs to be a top-heavy State administration on vocational education as compared to other areas. It may be that they are doing something for you as an administrator that your counterpart as an administrator, say, of a large high school in your district doesn't have done at the State level. Is that true?

Mr. MINER. No. I think as a local director we would like to see that filter down to us. In other words, what I was pleading for in the area of teacher education was funds to do this teacher education job on the local level.

If you will look at my testimony, you will find that I have recommended that research be done in a mode that makes it visible for a local director from the local area because that is where the action is.

I think that we could do with less filter, perhaps, in other words, funds stopping at the State level. However, I am not too concerned in our State about the amount that stops there but about the confusion that presently exists.

Mr. QUIE. That is all.

Mr. MINER. Could I offer one other observation here?

The committee is quizzed frequently in terms of disadvantaged and handicapped services, the degree to which we serve the disadvantaged and handicapped is the way we spread our curriculum, how many different things we can offer. If we limit what we can do at the local level, we limit the ability to put in these kinds of people.

In the tech institute, for instance, the one I operate and administer, we have almost 60 different curriculum choices. I have been aware of this over the years as I have tried to address myself, as you have, in legislation, as to how best to serve these kinds of people. It is almost directly in proportion to the spread of your curriculum. If you have many things going, then you can find places that these people can fit and they can find choices. Not often do our local schools spread their curriculums wide enough. I think we have the widest curriculum choice in the State of Washington on the things people can choose.

Mr. MEEDS. The gentleman from California.

Mr. HAWKINS. Could you furnish us some idea of the dropout rate, the waiting list, and the placement record of the type of education that you furnish?

Mr. MINER. We are nongraded in the sense that we take people of all ages and we do our best to screen input. However, our input screening is not as severe as it might be in some cases, so we have a substantial dropout. Part of that dropout is based upon the fact that people can't really conceptualize what is involved in welding until they are in it.

The dropout is perhaps not a bad thing because the person who discovers after a few months that his eyes or his nervous system won't stand up to welding moves into another program.

I can't tell you what our dropout rate is, but it is substantial. If you look at it in terms of the people who leave one course and probably end up in another course or another opportunity, I don't have the figures on that.

Our placement rate of those people who complete the course and stay with us is upward of 80 percent. We are talking about people here who don't even complete the course. We have had some courses that we can't finish. We have a telephone repairman course, a lineman course, and we haven't been able to graduate a group yet. We are one of the few in the United States preparing telephone people, installers, and linemen, and so forth. Companies will come in and hire the entire class when they are a little more than halfway through the course.

What I am really saying is that we are oriented to putting people on jobs and we judge our success based upon our employment rate.

Mr. HAWKINS. Do I understand that you screen out rather carefully, then, those that apply and that there are more applicants than you actually accept?

Mr. MINER. Yes. I don't know how carefully we screen them out. We leave a lot of that screening to the individual instructor. We don't believe a counsellor who is trained somewhere else is good in screening welding. This welder here, I am sure, was interviewed and screened by the welding department. You see, with a hundred and some instructors screening, I get different degrees of severity of where they draw the line in terms of who is acceptable in the program.

I have to live with that variation. The only way I can standardize that variation between cosmetology and welding is to give teacher training to those instructors, and that is why I need more of a teacher training staff development fund.

Mr. HAWKINS. Would you think that there are possibly some disadvantaged or handicapped persons seeking jobs who should be accepted?

Mr. MINER. I would say that. I think we run that risk. We do at times make a poor evaluation, in looking over my staff over the years, in terms of judgment, they have bent way over backwards on the opposite side. The washout or attrition rate, the fact people leave us, is probably an indication that we take too many and don't screen carefully enough.

An instructor who is faced with an individual who comes to him and says, "I want to learn what you know. I want to learn to weld like you", it does something to the instructor. He right away loves him and he wants to take him because he is proud of that. If he comes to you and says, "I want to be an airplane mechanic" and that is your trade, you are stimulated by this and I think, to answer your question, we probably take more than we should.

Mr. MEEDS. I thank you very much, Fred, Lynetta, Charles, Paul. We appreciate all of your testimony. You have been very helpful. Thank you.

Our next witness is John W. Keith who is president of the Washington Vocational Association.

John.

I see you have some members of WVA with you, I see.

Mr. KEITH. Yes, Mr. Chairman, Mrs. Carol Mooney who is immediate past president of the Washington Vocational Association.

STATEMENT OF JOHN W. KEITH, PRESIDENT, WASHINGTON VOCATIONAL ASSOCIATION; ACCOMPANIED BY CAROL MOONEY

Mr. KEITH. Mr. Chairman and members of the committee:

As a general remark with regard to the Washington Vocational Association being asked to testify today, we would like to take the position of supporting those things supported by the American Vocational Association and also make reference to those items within the testimony that you have in regard to those decisions made by the house of delegates of the Washington Vocational Association over the past several years.

In general information, an increasing emphasis on vocational education has been seen and, within the organization of the Washington Vocational Association, the increased number of persons who are involved in that organization for the promotion of vocational education has increased dramatically over the past several years.

In an attempt to decrease costs of vocational education within the State, interdistrict cooperatives have been established that will allow more students to be involved in vocational programs than we had in the past.

The appropriateness of past legislation has been alluded to prior to this time. I would like to break down briefly the testimony with regard to the document you have in terms of the strengths of the legislation and in most references to those in the AVA document prepared as their legislative proposal.

The No. 1 item with regard to the concept of a single State agency for vocational education, it is somewhat apparent within our organization there is consistent confusion within the State toward the guidance and development of vocational education because we are involved with three agencies, each speaking to vocational education.

By resolution at the American Vocational Association and by the Washington Vocational Association, the Washington Vocational Association is working on proposed legislation, for a single agency. We have a workshop scheduled which we hope at some time, Congressman Meeds, you would be able to attend.

Second, within the breakdown of categorical funding, we feel there is a strong need for vocational education to be categorically funded to continue to operate programs. We feel that identity within those programs is important. We feel that vocational education may not get the needed emphasis should we be dipping from the pot rather than having categorical funding for those areas.

In the local area, with regard to categorical funding, an example of the kind of program that has arrived from and been developed to help students from categorical funds would be a part F project which last year served 126 families. For the record, we have an evaluation breakdown of that program if you gentlemen would like to take a look at that.

Mr. MEEDS. Without objection, the document will be made a part of the subcommittee files.

Mr. KEITH. With regard to the disadvantaged and handicapped programs that have been alluded to earlier, we feel it is a vitally important area, an area that probably has seen tremendous increases in the last several years.

This past year at the annual vocational conference, is one of the first time that we have had in-serving training for teachers in specifically the disadvantaged and handicapped area. This emphasis is coming about and instructors at the various levels and delivery agencies are getting necessary information and knowledge with regard to establishing programs for those types of students.

As in testimony earlier this morning, by the Washington Association for Retarded Children, the Washington Vocational Association would endorse and like to provide assistance in helping to obtaining proper vocational education to meet the needs of disadvantaged and handicapped students.

Within the local areas, disadvantaged and handicapped programs, speaking now as a local director in a three-school cooperative, we have been fortunate to be able to provide four new programs for disadvantaged and handicapped students within the last 2 years.

With regard to oversights that we feel have been or may have been left out of the vocational federal legislation, the definition of vocational education should be explicit, that each and every person be aware of what the difference is between vocational, career, and occupational education. There is a great deal of inconsistency and misunderstanding when we talk about this in the local areas with the local advisory committees, is a good example.

Even with our superintendents and principals, if you are the vocational director, you are also the career education director. Why doesn't it all come out of the same pot, this type of thing, so there is misunderstanding there.

With regard to the testimony on page 4, No. F, speaking to that, "Career education and prevocational education training is important and needs to be funded, but not at the expense of vocational education." This is not with the idea it should be left out. Should it not be funded, however, we are in accordance that prevocational education and career education are necessary, but that funding should be provided for that also, in addition to the funding for vocational education.

One of the problems that is faced by the local instructor and local director and local person involved with vocation is adequate planning of vocational education over longer than a 1-year period. Each district in this State now has a 1- and a 5-year plan. As was alluded to, the Federal funding, even though, again, I won't quote the ratio of dollars because we have had several different categories today, that ratio is an incentive to the local districts, especially in this State with the special levy situation the way it exists, in terms of planning for new, innovative-type programs.

We would like to at this time ask that appropriate funding might be made on a 2-year basis rather than an annual basis. That would facilitate planning over more than a 1-year period. It is difficult to plan in the spring and try to implement in the fall, not being sure of whether or not you are going to get the anticipated funding.

We feel vocational legislation should be kept separate from higher education or elementary and secondary education to maintain an identity. However, being a product of the three delivery systems, the common school, vocational program, and community college program, and eventually a 4-year institution program, that vocational education can still maintain its identity, but there must be a very close relationship.

Thank you.

Mr. Meeds. Thank you very much, John.

Mrs. Mooney, did you have anything to say?

Mrs. Mooney. We wrote the testimony together, so I think my point has been made.

Mr. Meeds. I was struck in your testimony, John, about the term "occupational" should not be substituted for the term "vocational." Can you amplify a little on that, please?

Mr. Keith. Within our own State, as an example, as was alluded to, I believe, by Dr. Miner, we have the coordinating council for occupational education, but we have vocational education. It becomes very confusing. As a first-year director it took me quite some time to decipher whom I was dealing with and I think this is what we are speaking about. This is vocational education where everybody involved with it is a vocational person and not an occupational person.

Mr. Meeds. What if we lumped everything together eventually and just called it "careers." Pick whatever name you want X, but that encompasses all of education. How would that be?

Mr. Keith. This is going to be a personal observation, not involving the association at this point.

It would be very difficult working in the local schools and I think one of the things, the reason why vocational education, handicapped, special education, have continued to grow and meet the needs of the students and the community is that it has had an identity. Lumping everything in one pot and working with local superintendents and local school boards would be very difficult to get out of a vast argument with all of the disciplines within education as to which share of the pot is mine, which priority is the best priority. I can see a multitude of problems.

Mr. Meeds. Indeed, we haven't arrived at that point yet, have we?

Mr. Keith. No.

Mr. Meeds. I see from your testimony you share my views that career education, which is acquainting people with the entire education process, what is available in education, should not be borne by vocational education alone.

Thank you.

The gentleman from Minnesota.

Mr. Quie. Thank you.

As I look at career education, it is really the total of all education, rather than just pointing.

On the question of occupational education, my own feeling is it could be called occupational education if it wasn't for the home economics part of it. That gets to be more of a vocation, the vocation being the way of life.

We really don't educate for a vocation as we might have thought of it once before.

I was wondering, if we fully developed career education, if there would be a category for occupational education?

Would you have any trouble with that if it ever reached that point? In other words, if the whole concept of career education continues but then occupational is a category within it?

Mr. KEITH. Using career education as a broad category and, within that, occupational education, which would then encompass what we now have as occupational-vocational education.

Mr. QUIE. That's right.

Mr. KEITH. I think as long as the terminology of "occupation" were defined so that each individual who was working with it understood the relationships there, I think this is more of a problem at this point. We have referred to it as vocational education since the 1917 Smith-Hughes. That terminology has carried on. We have added other things to it.

Whatever is the terminology that is used, personally I would have no problem living with the term "occupational education" as long as it was defined as to where it fell.

Mr. QUIE. You mentioned that your Washington Vocational Association has recommended that there be a single State agency for vocational education. Does that mean you would divide the community college part of it? Take a chunk of their responsibilities and put it over, say, in the superintendent of public instruction, and the community colleges would run the rest of it? By pulling vocational education together are you recommending that you divide the community colleges' responsibility?

Mr. KEITH. In actuality, I guess the answer to that would be yes. Our purpose here, I believe, in speaking to the single State agency for vocational education is that, in essence, it is necessary to have an organization not a portion of any one of our present agencies that provides the type of unification and cooperation that should need to exist among the programs from the K–12 system, the voc-tech system, and the community college system.

We feel the only real way that that can occur is with the administration and supervision of vocational education being under the sole-agency responsibiilty for all of it.

Mr. QUIE. Coming from a State that does that, at the moment, I don't agree with you.

I look forward to continued hearings. I hope we get to California where they really have an integrated community college and vocational-technical school system.

I understand, Gus, you don't even have the voc-tech separate as they do here in the State of Washington.

Mr. HAWKINS. That's right.

Is it the same in Minnesota?

Mr. QUIE. No. In Minnesota we have the community colleges off by themselves and don't have the component that the State of Washington does. The voc-tech has what the community colleges have here, as well as the voc-tech that they have in the State of Washington.

I have a couple of other questions. You talk about designation here. Are you talking at all about retaining the designation of the categories within vocational education, such as agriculture, T. & I., and all of the others? As you talk about it here, is that any part of your testimony? Was there something subtle that I missed in that?

Mrs. MOONEY. I will respond to that.

We are feeling, based on resolutions passed by the Washington Vocational Association and also the American Vocational Association, there is a real concern on the part of vocational educators that if you tend to generalize vocational education into one large pot, you sometimes lose specific goals and objectives you need to find within vocational education. So there has been action saying we need to maintain the identity of distributive education, business and office, family life, and so forth, within State leadership, State people that can provide leadership at the State level, as well as programs identified that way at the local level.

However, I think we are also saying it doesn't matter so much if a program would be labeled T. & I. or home ec., you know, like food service as an example today. We are not uptight about something being labeled one way and not another. But I think we are feeling that we need to have expertise available in DE and home economics and not just a broad person labeled as a vocational educator.

Mr. QUIE. Has it been a problem that you drop the identification on the Federal level as far as the legislation is concerned? Since 1968, have you had any problems?

Mrs. MOONEY. We really within our State still have these sections identified, so at this point at the local level I am not feeling it.

Mr. QUIE. I would gather the fact we don't identify nationally does not hamper you at all locally, and I can see why you would want to identify it locally.

Mrs. MOONEY. May I respond to one other question you asked while I have it in mind?

Mr. QUIE. Yes.

Mrs. MOONEY. You mentioned that you don't look at home and family life as an occupation, and I would like to say I am a home and family life educator and I would like to take exception to that and say we really look at the work of the home as an occupation, as a role a person fills better if they are trained to fulfill that role and so we look at the work of the home as an occupation.

Mr. QUIE. That is interesting, because I thought that was the only reason we were holding on to the word vocational.

The other thing I want to ask about is industrial arts. What is your relationship in the area of industrial arts? Should that be integrated in with vocational education?

Mr. KEITH. At the present time, I may not be able to answer it specifically, the State plan, I believe, has included, in most instances, I think, it falls under the prevocational—is that right, Herb?

Mr. BELL. It is the exploratory aspect of it and the preparatory aspect of it.

Mr. QUIE. That is tied in on the State plan that is submitted under the 1968 amendments?

Mr. BELL. That's right.

Mr. QUIE. But there is no Federal money?

Mr. BELL. No Federal money at the present time.

Mr. QUIE. So my question to you is, should they be all lumped together so there would be Federal money?

Mr. KEITH. Yes, and I think I alluded to it earlier in terms of career education and industrial arts education. If we are going to use and include it now and treat it the same way as the rest of vocational education, then it should be a funded area proportionately to the other ones, rather than adding on another program and saying dilute what you have now to make it a part of the program.

Mr. QUIE. In F you say career education and prevocational education training should not be funded at the expense of vocational education. Are you talking about industrial arts as prevocational educational when you use it there?

Mr. KEITH. In terms of the sentence, yes.

Mr. QUIE. OK, I see. Thank you.

Mr. MEEDS. The gentleman from California.

Mr. HAWKINS. I have no questions.

Mr. MEEDS Thank you both very much for your testimony. I appreciate it.

Mr. KEITH. Thank you.

[The complete statement of Mr. Keith follows:]

PREPARED STATEMENT OF JOHN W. KEITH, PRESIDENT, WASHINGTON VOCATIONAL ASSOCIATION

Mr. Chairman and distinguished Committee Members, on behalf of the Washington Vocational Association, we appreciate the opportunity to be a part of this hearing and welcome you to the State of Washington.

The Washington Vocational Association is comprised of instructors, supervisors and directors of vocational education, and has as its purpose the improvement and promotion of vocational education.

We support Lowel Burkett and the AVA staff in their efforts to provide input, direction, and support for good vocational education legislation. The views expressed here today, represent action taken at national and state delegate assemblies of the American Vocational Association and the Washington Vocational Association members.

I. STRENGTHS OF PRESENT LEGISLATION

A. Administration of vocational education in the states should continue to rest with a sole agency, as outlined in the AVA Legislative Proposals for Vocational Education, dated August 1, 1974. Since vocation education is offered at the secondary, post secondary and adult levels, and serves students more effectively when there is articulation between the various levels, these programs need to be under a single state agency.

The need for a sole state agency was dramatized in Washington State, when the 1973 and 1974 WVA Delegate Assembly passed resolutions calling for unification of vocational education, under "A Single State Agency for Vocational Education".

B. Continuance of categorical funding is important. We support funding for Titles I, II, III, IV, and V as outlined in the AVA Legislative Proposals for Vocational Education, dated August 1, 1974. It is recognized that categorical funding is necessary to perpetuate the disciplines among vocational education. The AVA House of Delegates in 1972 supported categorical funding.

Increases in categorical funding for vocational education have brought corresponding increases in allocation of state and local funds for vocational education. Growth in vocational programs for youth and adults in individual school districts has been closely related to categorical funding from the federal and state level.

C. Continued funding for the Disadvantaged and Handicapped needs to be emphasized. Prior to the 1968 Vocational Amendments, the number of students involved in vocational education was severely limited. Following the amendments and appropriations, programs have been developed and expanded to provide training to meet the special vocational needs of many of these students.

II. OVERSIGHTS IN PRESENT LEGISLATION

A. There is a need for a common term and a clear and specific definition of vocational education. To provide a common ground we need to use the term vocational education so that clarity is consistent. The term "occupational" should not be substituted for the term "vocational".

Resolutions at the 1973 AVA and 1973 WVA assemblies speak to the use of the term "vocational". Agencies responsible for planning, budgeting, and funding of vocational education should use "vocational education" in designating their agencies and programs.

B. Congress needs to provide permanent authority for the expenditure of federal vocational education monies over a period of every two years.

C. AVA and WVA members strongly feel that vocational education legislation should not be a part of legislation designed to deal with higher education or elementary and secondary education. Identity for vocational education is needed through separate legislation for vocational education.

D. Authorization for appropriations needs to be increased to reflect increasing needs due to expansion and inflation.

F. Career education and pre-vocational education training is important and needs to be funded, but not at the expense of vocational education.

Attached for the Subcommittee files is a special report sighting an example of a program that has utilized Part F funds from Public Law 90-576, for a consumer homemaking program for disadvantaged families. Part of the program originally funded with this money is now being funded under state and local funds.

Our association is anxious to be of assistance to your committee. Thank you for the opportunity of allowing us to present our views and concerns on vocational education.

Mr. MEEDS. We had one gentleman who had indicated a desire to testify, Mr. Norval Duncan. Is he still here?

Mr. DUNCAN. I am.

Mr. MEEDS. Mr. Duncan represents the Washington Federation of Private Vocational Schools.

If you have a prepared statement, we would be delighted to make it a part of the record and allow you to summarize it.

STATEMENT OF NORVAL DUNCAN, REPRESENTING WASHINGTON FEDERATION, PRIVATE VOCATIONAL SCHOOLS

Mr. DUNCAN. Thank you, Mr. Chairman.

I think, first of all, it is appropriate to thank you in behalf of proprietary education for being added to your agenda at the 11th hour. It is very late and I will be as brief as possible for that reason.

The statement I wish to enter into your record was prepared by Mr. Donald Waldbauer, president of the Washington Federation of Private Vocational Schools.

Mr. MEEDS. The prepared statement will be made a part of the record without objection.

Mr. DUNCAN. The Washington Federation of Private Vocational Schools appreciates the opportunity to participate in your quest for better vocational education on a national basis and more specifically within the State of Washington.

During the past 5 years, proprietary vocational schools have been included in Federal legislation in many ways. Not only the schools themselves but our successful graduates thank you. The overall emphasis has been excellent from both the Federal and State level. In the State of Washington, the Coordinating Council for Occupational Education has provided excellent leadership with all phases of postsecondary education to include the proprietary sector.

There are three areas of concern that we would like to address specifically.

No. 1, the 1202 commissions. We are concerned with the Federal legislative wording in the amendments of the Higher Education Act of 1972 with respect to section 1202 in title X. The makeup of the commission is to include one private school representative. It has been our assumption that it was the legislative intent to include the proprietary vocational sector as this private representative. It is our concern that the present language may be misinterpreted to exclude the proprietary vocational sector. Thus, if this is so, we may ask for a change in this legislation in the future.

Mr. QUIE. Do you have any problem with that in the State of Washington?

Mr. DUNCAN. No.

Point No. 2, executive branch regulatory agencies. The education commission of the States has created a model bill for proprietary vocational schools for the use of the States. This proposed bill has gained nationwide support. Currently, the proprietary schools in the State of Washington are working with legislators in our State to implement an up-to-date legislative act patterned after this model bill.

It is our concern that the overzealous reaction in the name of consumer protection by the Federal Trade Commission has, in fact, hampered constructive development of effective proprietary school legislation and has even hounded schools out of the business. Proprietary vocational schools in the State of Washington have served over 20,000 students during the past year. Should these schools be forced out of business, the public would be deprived of their often unique services which are not available in other schools. These students would then be added to the tax-supported school system. This would create a tremendous impact, the public would be deprived of a resource which in turn would not help the consumer but actually cost them more.

Point No. 3, the Comprehensive Employment Training Act of 1973. The federation wholly endorses the concept of moving primary responsibility for manpower training to the local level. This concept has great potential and should be of great value in meeting the needs of manpower training. This places a great responsibility on the prime sponsor. We hope that this prime sponsor will make the timely decisions necessary to make CETA cost effective, whether the training is conducted in public or proprietary schools.

You will be interested to know that a substantial amount of manpower training funds have been allocated to proprietary schools within our State. These programs have been conducted successfully, showing excellent results from the standpoint of student completions and training-related job placements.

That is the end of my prepared statement, Chairman Meeds.

I would like to briefly comment on a few things that are contained within the statement.

I believe in the second paragraph where we as a federation express our appreciation for being included in many Federal programs, it does typify a phrase you used a few minutes ago concerning the total education community. The proprietary schools, I believe, should be considered a part of the total education community. Based upon the fact that we are within our State serving 20,000 people annually, it is a significant contribution to vocational education.

Concerning the regulatory legislation that we feel should be passed, you will be interested to know that we attempted to have that law submitted to our State legislative bodies in the 1974 session. Because of the press of other business, it was not possible. We are hopeful as a group that we will have these regulatory laws passed in the 1975 session.

I have heard considerable testimony concerning the training of the disadvantaged and the handicapped. The vast majority of proprietary schools in our State do have working arrangements for training through the division of vocational rehabilitation and we have a substantial number of schools that are involved in manpower training.

The primary sponsoring agency for the new CETA program in King and Snohomish Counties is the King and Snohomish manpower consortium. Tomorrow, I will be testifying before that committee and just today finished a compilation of some interesting statistics that I would like to bring to your attention.

This does not relate to a statewide report, it relates specifically to King and Snohomish Counties. I feel that the statistics that are prevalent here are typical.

In the last 2 years, from July 1972 to the present time, within King and Snohomish Counties there have been 346 trainees referred to proprietary institutions; 57 of those trainees are still in school. Gentlemen, let me amend my comments somewhat. I am reporting on 11 schools. I have been asked to bring this report together in less than a week and I had 11 responding schools and these are the schools and the statistics.

The number of referees is 346. The number still in school is 57. Those that are through their training or dropouts or dismissed students number 289. Those that completed the program number 215, which is 74 percent of those referred to the program.

Mr. MEEDS. Did I get the figures right. The first was 346 referred?

Mr. DUNCAN. Yes, sir, 57 are still in school.

Mr. MEEDS. You say 288 dropped out?

Mr. DUNCAN. No, sir, 289 are those who completed training, dropped out, or were dismissed from training.

Those who completed the program number 215, which is 74 percent completion ratio. Of the 215 who completed the courses of instruction, 179 are documented as placed in training-related positions. That represents a placement figure of completions of 83 percent. As an industry we are proud of that.

We feel that constantly, in order to stay in the marketplace, we have to be accountable. I feel that we have some very valid statistics that are quite impressive.

I would be very happy to respond to any questions.

Mr. MEEDS. Thank you very much, Mr. Duncan.

My only question is, how many contracts or grants from the coordinating council or the State vocational program, either at the elementary-secondary level or the postsecondary level, have you received in the last 2 years?

Mr. DUNCAN. None.

Mr. MEEDS. None at all?

Mr. DUNCAN. None. The only funds we received, either Federal or State, are training related.

Mr. MEEDS. To CETA?

Mr. DUNCAN. CETA, the division of vocational rehabilitation, the WIN program, the Bureau of Indian Affairs, whatever the case may be.

The only State funds we receive are in payment of tuition and books and supplies and training-related costs.

Mr. MEEDS. In other words, you have received no contracts or grants under the Vocational Education Act amendments of 1968?

Mr. DUNCAN. None whatsoever, sir.

Mr. MEEDS. Thank you.

Mr. DUNCAN. We are in the strict sense of the word tuition-supported schools.

Mr. MEEDS. The gentleman from Minnesota.

Mr. QUIE. In other words, you get along better with some of the other agencies than you do with vocational education?

Mr. DUNCAN. No, sir. I think our relationship with vocational education within our State is quite good. I think that tremendous strides have been made in recognition of what we are capable of performing in the way of training services. I believe the record will indicate the number of manpower dollars, the number of WIN dollars, the division of vocational rehabilitation, I believe those figures are climbing constantly based, hopefully, on performance.

Mr. QUIE. It is interesting to me you get money from the Department of Welfare and Vocational Rehab, but you don't get anything from the Office of Education.

Mr. DUNCAN. Mr. Quie, I think possibly I have confused you. The only moneys we receive from any agency are in payment of tuition for training a student. We do not receive any grants at all, none at all.

Mr. QUIE. I see.

Mr. DUNCAN. I am sure we would be receptive, if you would like to consider it.

Mr. QUIE. The 20,000 figure is exclusive of correspondence courses?

Mr. DUNCAN. This relates to resident training in private vocational schools, yes, sir.

Mr. QUIE. Do you have any correspondence courses from any of your schools in the State of Washington?

Mr. DUNCAN. To my knowledge, Mr. Quie, there are no Washington-based schools that offer correspondence training.

I would like to qualify that. There are two I was not aware of.

Mr. QUIE. What do they teach and how many enrollees do they have?

Mr. CHARLES JOHNSON. One is in electronics technology and the other is in police investigative technology, private detective training.

Do you want the enrollment nationally or within the State?

Mr. QUIE. I suppose within the State.

Mr. JOHNSON. I would guess the total between the two, within the State, would be 300, maybe 350 students.

Mr. QUIE. Thank you.

Mr. MEEDS. Could we have your name?

Mr. JOHNSON. I am Charles Johnson, assistant to Dr. Binnie.

Mr. MEEDS. The gentleman from California.

Mr. HAWKINS. I have no questions.

Mr. MEEDS. Thank you very much, Mr. Duncan.

On behalf of the subcommittee, I would like again to thank the people for the pies and the jam and jelly and also, all you survivors, for your patience and for you tenacity to stay through the hearings. I am sure they are going to be very helpful to us in our deliberations on this bill.

That is all. The committee stands adjourned.

[Whereupon, at 4:45 p.m., the hearing was adjourned.]

[Information submitted for the record:]

PROBLEMS COMMON TO THE VARIOUS INSTITUTIONS WHICH OFFER VOCATIONAL EDUCATION WITH SUGGESTED SOLUTIONS

INTRODUCTION

The authors were asked to conduct a workshop on the problems common to the various institutions offering vocational education programs. The workshop was part of the annual Washington State Vocational Education Association convention. In attendance were local directors of vocational education from the secondary schools, vocational-technical institutes, and community colleges of the state. The personnel from vocational-technical institutes who participated in the workshop were limited in number and therefore their input is not included in this report.

Rather than speak to the workshop participants, the authors elected to involve them in a structured dialogue to identify the common problems and attempt to suggest solutions. This report is the result of that dialogue.

THE OPINIONNAIRE

The authors selected 80 quotes from the current literature on vocational education. Of the 80, 50 were selected to sample a number of potential problems areas in vocational education. The quotes were then made into an opinionnaire which required that the workshop participants Agree or Disagree with each of them.

The opinionnaire was given to the local directors the day before the workshop began. This permitted the analysis of the responses before the workshop began and hopefully generated thoughts in the minds of the participants about the vocational education process which may have been dormant for a while.

THE PROCESS

The workshop process was a modified Delphi technique. The authors presented the results of the opinionnaire with an explanation of the statistical procedures, followed by three short speeches which interpreted and expanded on the results of the opinionnaire.

The participants were then divided into small groups of seven or eight with representation of the secondary schools and community colleges in each group. Each group was directed to identify and write down five or more problems common to vocational education, with the constraint that funding was not to be included.

The groups efforts were posted on the wall of the meeting room on large posters and each set of problems was discussed. As might be expected, there were many repetitions and the total group resolved all the problems listed into 12 common problems. Each individual then voted for the five problems he considered to be the more important which concluded the activity for that day.

Prior to the meeting the following day, the authors tallied the votes and established rank order for the twelve problems. The opinionnaire results, the group problems, the composite problems and the rank order of problems were all posted at the beginning of the meeting on the second day. This served to remind the group of the progress they had made the previous day.

The task set for the participants the second day was to suggest solutions to the problems they had agreed were important to vocational education.

First, small groups suggested solutions and then the groups shared their solutions with the total group. Second, the small groups selected or revised solutions in light of the constraints all vocational education must live with. Finally, the total group selected from among the "realistic" solutions those that had the greatest possibility of success.

THE PROBLEMS COMMON TO VOCATIONAL EDUCATION

This section will present the material generated by the workshop in the same sequence as it evolved. The material generated will be followed by a summary and conclusions section which will include the authors' interpretation of possible future action to alleviate the problems identified.

Opinionnaire results

The following pages are the opinionnaire with the instructions. The only change is that in place of the agree/disagree response, there appears the percent of the secondary school and community college local directors who agreed with the quote. Also presented is the probability level associated with the test of difference in response rates across the two groups.

Thirty-three secondary school and twenty-one community college local directors responded to the opinionnaire. The five percent level of confidence requires that 37 (68.5%) of the 54 respondents had to select Agree or Disagree, otherwise the response was not different from chance and would not permit a conclusion. If the response rate reached criterion, but the probability was less than .05 there was a significant difference across the two groups which means that as vocational educators they did not share the opinion.

OPINIONNAIRE

[Percent Agree by Secondary and Community College with Total and with Probability Levels]

The Tuesday afternoon and Wednesday morning sessions require groups that have a mix of secondary school, vocational-technical institute, and community college personnel. Would you please facilitate the grouping by providing your name ________ and circling your primary affiliation? (secondary) (vo-tech) (c.c.)

Following is a series of quotes taken from the literature about vocational-occupational education. (A bibliography is attached for your inspection.) The quotes selected address issues related to students, instructors, curriculum, organization, roles, and the rationale of vocational education.

Would you please circle the "A" preceding the quote if you agree with it and circle the "D" preceding the quote if you disagree?

	Probability	Percent agree		
		S.S.	C.C.	T
1. The real problem in America is not child labor, but child idleness.	P=.11	97	81	91
2. Educational requisites of a changing occupational spectrum demands that much of vocational education be offered at the post-high school level.	P<.01	52	91	67
3. Vocational certification based on job experience ignores the need for instructor competence in areas other than those specific to his occupation.	P=.95	70	67	69
4. The contemporary technological economy has little to offer the untrained, undereducated would-be worker. There is no room at the bottom.	P=.85	61	62	61
5. Vocational teachers and vocational counselors combined have less influence on students' choice of careers than do the students' peers.	P=.83	49	48	48

		Percent agree		
	Probability	S.S.	C.C.	T
6. If the institution (the community college) is adjudged unique solely on the basis of its special services to students who do not transfer, it fails to measure up.	$P=.87$	73	67	70
7. The technical institute has provided the leadership for technical education in this country.	$P=.04$	61	29	48
8. In a technological society, especially today's labor market, unemployment is more often the result of a lack of education and skill than a shortage of job opportunities.	$P=.06$	03	00	10
9. The basic purpose of the career-oriented approach is not to force students to make an early selection of a specific career, but rather to make all young people aware of the options available to them.	$P=.70$	91	95	93
10. An appropriate division of labor is called for between education and industry, with education doing what it can do best (educate more broadly for a life of work and citizenship), and industry doing what it can do best (train for the specific job).	$P=.72$	27	29	28
11. It now appears that the comprehensive 2-year college will be the principal institutional home of the technical curricula.	$P<.01$	36	86	56
12. Vocational education cannot be meaningfully limited to the skills necessary for a particular occupation.	$P=.57$	76	86	80
13. The objective of vocational education should be the development of the individual, not the needs of the labor market.	$P=.50$	49	38	44
14. Vocational education in the high schools has failed to give students useful skills or place them in satisfying jobs.	$P<.01$	18	67	37
15. The relationship of the job to the field of training appears to have no significance in influencing the level of employment, wages, and earnings following graduation.	$P=.66$	18	14	17
16. Among all vocational graduates those from high school have higher unemployment rates than those taking junior college and other postsecondary vocational courses.	$P=.03$	55	86	67
17. Often times a number of personal vocational failures eventually enhance ultimate vocational satisfaction.	$P=.19$	42	67	52
18. A factor in the support given to career education is that it promises to upgrade vocational education status in the educational community.	$P=.69$	82	81	82
19. It is not important to select a vocation early and then learn the requisite skills; that would be fine for a simple society, but it is unrealistic today.	$P=.51$	39	52	44
20. Only a small proportion of entry-level jobs for high school graduates require the specific training and skills offered by vocational education.	$P=.51$	18	29	22
21. Vocational choice is influenced more by sociological factors than by psychological or personality determinants.	$P=.37$	61	76	67
22. We should no longer separate liberal education from career education and set them against one another, either in our thinking or in curriculum structures.	$P=.59$	94	86	91
23. This career education thing is really another gimmick, isn't it? Another name for vocational education to pump up the supply of auto mechanics? I don't see how it affects higher education except to promote more anti-intellectualism.	$P=.68$	03	05	04
24. By virtue of his unique psychological characteristics, each worker is best fitted for a particular type of work.	$P=.95$	36	33	35
25. The existing system of curriculum choice is already more heavily influenced by what students say they want than by anything else.	$P=.83$	55	48	52
26. The preparation of the vocational-education teacher should include an appropriate liberal-arts education.	$P=.45$	67	52	61
27. The area vocational school becomes more significant than just another institution or administrative device. It is the most effective means yet devised to make it possible to expand vocational programs for many additional occupations.	$P<.01$	79	19	56
28. Mandatory occupational courses for all students is the key to success of the career education concept.	$P=.85$	12	14	13
29. One of the difficulties in getting students to make realistic occupational choices is a result of our accepted status patterns.	$P=.42$	91	100	94
30. There is a growing realization that public education must be seen whole and that all of its parts (elementary education, secondary education, and the various forms of education beyond the high school) must be related to each other.	$P=.59$	94	86	91
31. The policies they (legislators) formulate ordinarily serve only to enable the schools to continue as they are or to survive from one emergency to another.	$P=.84$	73	71	72
32. A career education emphasis for the classroom teacher does not represent a vast body of new knowledge to be added to the curriculum.	$P=.37$	73	57	67
33. All students should make a tentative career choice by the end of kindergarten and should modify or reaffirm this choice periodically throughout the school years.	$P=.95$	06	10	07

	Probability	Percent agree		
		S.S.	C.C.	T
34. By the end of his senior high school year, each student should have acquired a sufficient degree of competence in at least one occupational area to be employed.	$P<.01$	91	48	74
35. The community college, because it offers both college transfer and terminal occupational education programs, represents an ideal setting for technician training.	$P<.001$	39	95	61
36. The basic science and mathematics departments of the community college contribute efficiently to technician training.	$P<.01$	39	76	54
37. Vocational instructors do not profit from State conferences, State office programs, correspondence programs, etc., but they do profit from local workshops and university teacher education programs.	$P=.11$	03	19	09
38. Too few educators have work experience outside education. Almost all of them went from public schools to a teacher education institution and immediately returned to the public schools. Too many such teachers have never had to keep up with an assembly line, to feel the vibrations of heavy equipment at work, or to cough at the odors of a heavy industrial operation. They have neither experienced the boredom of performing a routine job in a mechanical fashion nor the exhaustion that can come from physical labor. They know little more about the realities of low-level white-collar and clerical jobs or technical and professional jobs outside the education industry. They have never met a payroll or missed a payday. They believe a college degree is the best and surest route to occupational success.	$P=.13$	91	76	85
39. The best of community colleges—those really serving their communities with open-entry/open-exit practices, zero-reject entrances, and linkages to all community institutions—are already doing career education.	$P=.36$	70	86	76
40. Limited experience with programs designed to retrain unemployed workers has indicated that one of the principal deterrents to individual success in such programs is the significant lack of an appropriate general-education background.	$P=.54$	70	62	67
41. It does not seem wise to assume that the determination of the type of an institution appropriate for post-high-school vocational-education opportunities is an "either-or" matter. Rather, it appears more likely that there is possibly a need for several different types of institutions.	$P=.23$	8	67	76
42. A high school art course, for the prospective artist, represents vocational skill training.	$P=.44$	67	81	72
43. Preservice and inservice teacher training of all vocational education instructors should be the responsibility of a single State institution of higher education.	$P=.72$	24	24	24
44. College training should generally follow, rather than precede, entry into the professions.	$P=.70$	33	38	35
45. The factors that contribute to vocational success are not the same as the factors that contribute to vocational satisfaction.	$P=.88$	21	19	20
46. Stated interests emerge as the more important predictor of occupational choice.	$P=.18$	70	48	61
47. Federal and State funds continue to flow into many communities with programs that are ineffective because the local people do not exercise their responsibilities for evaluation.	$P=.66$	85	76	82
48. Those responsible for enforcing State policies and regulations cannot often serve as consultants. Consultant services should come in part from State agencies independent of State departments of education, particularly from the State universities.	$P=.95$	33	29	32
49. The local schools, relieved of part of their responsibility for vocational education (by skills centers and/or area vocational schools), will be able to perform better the functions that are left them. They can improve their programs of basic education, essential as a foundation for vocational education and employability.	$P=87$	39	33	37
50. There appears to be some deliberate misrepresentation by administration and faculty about the job market for graduates.	$P=.12$	73	48	63

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POSTED DURING THE FIRST SESSION

Responses to the opinionnaire

Overall high agree: 17 quotes # 1, 3, 6, 8, 9, 12, 18, 22, 29, 30, 31, 38, 39, 41, 42, 47.

Overall high disagree: 10 quotes # 10, 15, 20, 23, 28, 33, 37, 43, 45, 48.

Secondary school/community college significantly differing responses: 9 quotes # 2, 8, 11, 14, 16, 27, 34, 35, 36.

First day schedule

2:30 Introduction of activity and analysis of opinionnaire.
3:00 Small group determination of common problems.
3:30 Total group discussion—consolidation.
4:00 Total group rank order of consolidated problems.

Second day schedule

8:30 Assignment of solving teams.
9:00 Brain storm solutions.
9:45 Coffee.
10:15 Solutions with constraints.
11:00 Group leaders report on suggested solutions to problems.

THREE SHORT PRESENTATIONS

Introductory remarks by Dr. Henry M. Reitan

The opinionnaire you responded to was a measure of your individual assessment of vocational education rationale, organization, and practice. There were 33 secondary school respondents, 21 community college respondents and only two respondents from vocational-technical institutes. Due to the small number of vocational-technical institute respondents that category was omitted from the analysis.

A Chi-square single run test was used to determine the proportion of responses needed to conclude that as vocational educators you held the same opinion about a particular quote.

You agreed on 17 quotes.
You disagreed with 10 quotes.
You differed on 9 quotes.
You were non-committal on 14 quotes (your responses by group and combined were about equally divided between agree and disagree).

The response chart identifies the quotes in the four categories mentioned above. Those of you with extra copies of the opinionnaire may want to record the result or if you will leave your address after the workshop is completed we will mail you the results of the opinionnaire and your deliberations.

A vocational educator's brief analysis of opinionnaire responses by Dr. William Joh Schill

There are some inconsistencies in your responses. It is not my attention to dwell on the inconsistencies, but some seem worthy of mention.

You agree that there is a need to view education as a whole from elementary school through post-secondary study (quote #30). Then the secondary school respondents put down the community colleges while praising themselves and the community college personnel responded in kind (quotes #2, 11, 14, 27, 34, 35). The infighting among vocational educators may be one of vocational educations' larger problems. To phrase that differently, one of the problems may be that vocational education suffers from jurisdictional hassles in the face of agreement on philosophy and rationale.

You agreed with quote #31 "The policies they (legislators) formulate ordinarily serve only to enable schools to continue as they are or to survive from one emergency to another." Yet your responses were positive in support of career education which is a program initiated by USOE bureaucrats and legislators (quotes #18, 23, 39).

It may be that one of the problems of vocational education is the lack of local options and the lack of creative leadership.

You rejected the university while agreeing that vocational instructors need *more than* job experience. You agreed that the dichotomy between liberal and vocational education is a false one while rejecting or being non-committal on quotes which were based on research data from other disciplines.

It may be that one of the problems in vocational education is that there is no means currently to keep abreast of relevant literature and research.

An educational psychologist's analysis of opinionnaire responses by Dr. Rosemarie McCartin

It is no news to you that *feedback* on tasks can lead to change in behavior. We psychologists don't know much, but that *we do* know. (Oliver 1967). So here is some *feedback*—directly derived from your responses. Four areas of concern emerged: Assessment, Continuity in Vocational Education, Motivation, and Teacher Characteristics.

Assessment: Research indicates that the assessing of vocational learning is in a primitive state. It certainly has not received its share of effort. In fact, a majority of the states have no established plan for assessing skills and knowledges of occupations. Even more *woefully wanting* is research on affective outcomes on beliefs, values, and attitude change. (Loreen 1967.)

Quote #47 "Federal and State funds continue to flow into many communities with programs that are ineffective because the local people do not exercise their responsibilities for evaluation."

#12 "Vocational education cannot be meaningfully limited to the skills necessary for a particular occupation."

Although the findings from numerous studies indicate the importance of employee-er relationships, the necessity of good communications, and good relationships *among* workers, we really don't know yet how to *educate* to attain these end products.

#45 "The factors that contribute to vocational success are not the same as the factors that contribute to vocational satisfaction."

Continuity and *discontinuity* within vocational education on the American scene is evident. Ruth Benedict is best known for citing this conflict but it recurs with various themes from time to time, e.g., we train in one way and another set of skills is demanded on the job.

Among the needs cited in vocational education literature is that of *linking* prior experiences to current tasks. Hughes (1968) found strong support for the cumulative nature of cognitive information as well as for consistency across institutional levels in terms of student goals.

#30 "There is a growing realization that public education must be seen whole and that all of its parts (elementary education, secondary education, and the various forms of educating beyond the high school) must be related to each other."

Concept of motivation: Opportunity of vocational education to be or to provide the best learning situations is possible: it offers high relevance of task to life, leads to high interest and high achievement, to close relationship of verbal learning to performance (we learn and then we do), and choice is an important factor.

#28 "Mandatory occupational courses for all students is the key to success of the Career Education concept."

#21 "Vocational choice is influenced more by *sociological* factors than by psychological or personality determinants."

Tuckman cites the need for vocational education teachers to use alternate teaching styles to meet student needs while Oliver (1967) noted that the longer or more experienced a teacher is the *less flexible* he becomes in using *alternate styles*, e.g. Bloom noted the need for flexibility in pacing for mastery, e.g., "*D*" & "*F*" Kids could perform well if given more time. The uniqueness of the vocational education teacher is both an asset and a liability. Since he has acquired his competence from on the job training he views the world of work realistically but since he has not depended upon academic learning for his competency he often does not see this as an important source of learning for others. Concomitantly his own lack of academic accreditation may relegate him, often unfairly, to the lower professional ranking. Such a situation introduces a defensiveness and a status problem which prevents a focus on *student need* and concentrates on *instructor esteem needs*. These four points may have contributed to a vocational education teacher's version of the blue collar blues and have placed the vocational education teacher in a position which prevents him from fully contributing to the solution of the workers problems in America. . . .

#29 "One of the difficulties in getting students to make realistic occupational choices is a result of our accepted *status* patterns."

#18 "A factor in the support given to Career Education is that it promises to upgrade vocational education status in the educational community."

#11 ". . . it now appears that the comprehensive two-year college will be the principal institutional home of the technical curricula."

#2 ". . . educational requisites of a changing occupational spectrum demands that much of vocational education be offered at the post-high school level."

#35 "The community college, because it offers both college transfer and terminal occupational education programs, represents an ideal setting for technician training."

#27 "The area vocational school becomes more significant than just another institution or administrative device. It is the most effective means yet devised to make it possible to expand vocational programs for many additional occupations."

#14 "Vocational education in the high schools has failed to give students useful skills or place them in satisfying jobs."

COMMON PROBLEMS IDENTIFIED BY SMALL GROUPS

The problems identified by the small groups during the first work sessions are repeated here exactly as they were posted even though, in most cases, they required interpretation in order for the total group to grasp the meaning.

First set of problems group one

1. discriminatory counseling.
2. single state agency absence.
3. skill center impact.
4. instructions upgrading retraining.
5. making individualized instruction work.
6. faculty discord.

First set of problems group 2

1. amount of paper work involved in vocational administration.
2. lack of pre-service training for voc. adm.
3. How can communication within a school system be improved so that the intent, purpose and programs of voc. ed. be better understood (is there a need for in-service P.R.?).
4. Has the role definition of the voc adm been sufficiently studied and documented? From the point of view of the (1) state office (2) local district (3) as we see it.

5. Lack of authority to get things done. Do local voc directors have adequate control of resources (authority) to carry out responsibilities? Budget discretion? If not, how can this be accomplished?

6. Is "over justification" of voc programs costs being imposed when compared to others? How do we cope with or ameliorate this condition?

7. How can joint H.S. voc tec CC program planning be brought about? Is this a service the state office can provide or is it strictly up to the localities?

First set of problems groups 3 and 4

1. lack of unined state leadership.
2. a mutual concern for legislative action.
3. need for a total delivery system.
4. inadequate vocational guidance.
5. problem of line authority for local voc ed directors.
6. secondary/post secondary articulation.
7. need for performance based curricula.
8. updating voc teacher competence.
9. lack of trust between K 12, VTI, CC.

First set of problems group 5

1. fragmentation across levels and institutions and agencies resulting in communications problems.

2. lack of effective and reliable information base for employment opportunities.

3. need for continuity in career awareness curriculum in all organized learning programs.

4. open communications with non voc educators in local districts.

5. acceptance of local control of FTE allocations for voc ed programs.

6. Is there an agency which could accept the role as agent of change in voc ed and carrer ed concepts.

First set of problems group 6

1. improve voc ed image.

2. make curriculum relevant to student needs in light of bus. and ind. requirements.

3. efficiency of the educational process.

4. sufficient resources.

5. better articulation between educ and industry.

6. better articulation between educ agencies.

7. regulatory restrictions regarding educ and training pertaining to legislative and union restrictions on length of training time etc.

Following the presentation of opinionnaire responses small groups of local directors generated a list of 37 problems in vocational education. The total group (35) then compared the sets of problems and consolidated them into 12 problems common to vocational education across institutions. Finally, the directors voted on the importance of the problems from which were derived the following *rank* order of problems to be considered.

Rank order	*Tally*
1. Articulation between and within high schools, vocational-technical institutes, community colleges, skills ceaters and colleges	29
(*a*) How can communication within a school system be improved so that the intent, purpose and programs of vocational education be better understood?	
(*b*) How can joint H.S., VTI, CC program planning be brought about?	
2. How can the role and function of vocational-education administrators be clarified and defined?	22
(*a*) How can we resolve the problem of line authority for local adm.?	
3. How can the public image of vocational education be improved?	19
4. How can the effectiveness of vocational guidance and counseling be improved?	18
(*a*) How can counselors be furnished with an effective and reliable information base on employment opportunities?	
(*b*) How do we rid the schools of discriminatory counseling practices which militate against vocational education Students?	

5. How could state agencies be more effectively coordinated?............ 18
   (*a*) Is there a State agency that could accept the role of change agent?
   (*b*) Is there a need for a total delivery system?
6. Can the trend away from local control be reversed?.................. 15
   (*a*) Do local vocational directors have adequate control of resources to carry out responsibilities?

During the second session of the workshop, the local directors of vocational education addressed themselves to the first six of the twelve problems which were rank ordered on the previous day. Small groups considered the problems independently and then shared the solutions they had arrived at. Then they were directed to consider all the solutions suggested and select from among them those solutions which were the most viable given the constraints with which vocational education is faced.

Following are the solutions selected. The solutions are stated exactly as proposed by the local directors.

PROBLEM: ARTICULATION

Solutions

Exchange of bulletins, Staff meetings: *Within*—convince the administrators of the value of communications, convince administrators to extend use of facilities and time, exchange visits during coffee between vocational and liberal arts, work on common projects and interdisciplinary staff. *Between*—use of joint advisory committees, joint meetings of directors, counselors, instructors, recognize advanced placement for high school students who transfer to vocational-technical institutes or community colleges, compare performance based, criteria across institutions, and State pay bonus for cooperation across agencies.

Possibility of single state institution—e.g. go to legislature in a unified way—unified competency based curricula P.R. unified in a community using area advisory committee; newsletter to staff from vocational director; share common goals; and cluster classes for job orientation.

PROBLEM: ROLE AND FUNCTION

Job description designed with no conflicting duties.
Local agency define own role and work with administrators to communicate that role.
State office could provide information to other administrators to clarify role of vocational education.
Administrative training program to include role of vocational education world of work and vocational, education theory.
Roles may be clarified by involvement in professional organization.
Research by state with literature review on role of director.

PROBLEM: IMAGE OF VOCATIONAL EDUCATION

Teacher pride in job and convey to students.
Continue opportunity for improvement and emphasis this growth to students.
Continue local good publicity—important events.
Join local groups Kiwanis ets.
Open house and trade fairs.
Establish general advisory committee for PR problems.
Establish community and industry based satellite programs.
Include service club members on advistory committees.
Share evaluation and accountability techniques with the public.
Work harder on placement, follow-up and info. on advanced training.

PROBLEM: VOCATIONAL GUIDANCE AND COUNSELING

Clarify role of guiuance, counseling and registration.
Involve counselors with the business and industry community.
Use business and industry personnel as counselors.
Counselors and teachers periodically change roles.
Get guidance and counseling personnel involved in vocational education workshops.
Insure flow of information on vocations to the counselors.

PROBLEM: COORDINATION OF STATE AGENCIES

State publish visible plan and disseminate to all, include guidelines, plans and timing.
Each existing agency involved in vocational education identify their objectives and identify those in common.
Create a new agency and build in new needs.

PROBLEM: RE-ESTABLISH LOCAL CONTROL

Equalized funding for all areas of vocational education involvement.
Clearly identify amount of funds included in formula which is available for vocational education.
State furnish broad goals and allow local options in meeting.
State bonus to local agencies that cooperate on planning and program offerings.

VOCATIONAL EDUCATION AMENDMENTS OF 1974

TUESDAY, SEPTEMBER 24, 1974

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:45 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Quie, Peyser, Steiger.

Staff members present: Jack Jennings, counsel; and Toni Painter, staff assistant.

Chairman Perkins. The hearing will come to order.

The hearings today are on H.R. 14454, to extend the Vocational Education Act.

It is our hope to get a bill on the floor next year.

We have held some very constructive hearings.

At this time, we have before the committee representatives of the National Advisory Council on Vocational Education. You may proceed in any way you prefer.

STATEMENT OF CALVIN DELLEFIELD, EXECUTIVE DIRECTOR, NATIONAL ADVISORY COUNCIL

Mr. Dellefield. Mr. Perkins, I am Calvin Dellefield, on the staff of the National Advisory Council. I would like very much to first introduce Mr. David Van Alstyne who is cochairman of our legislative committee. He has a remarkable record. I am very proud he flew in from New York this morning just to be with us.

He is a senior partner of Van Alstyne, Noel and Co., investment bankers in New York, and has an extended career of public service. For 10 years, he was in the New Jersey Senate. He was president of the senate, acting Governor of New Jersey, and for several years he was chairman of the Appropriations Committee there.

He serves as our cochairman of our legislative committee. He will present the testimony for the national council.

Chairman Perkins. We will hear from Mr. Van Alstyne at this time.

STATEMENT OF DAVID VAN ALSTYNE, JR., COCHAIRMAN, LEGISLATIVE COMMITTEE, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. Van Alstyne. Thank you, Mr. Perkins, and members of the committee.

You have copies of my official testimony printed so, with your permission, I won't read it.

I would just like to say a few things that I think are primarily pertinent to the issue.

I think one of the most important things, in order to understand this legislation which you gentlemen are proposing, is to just take a minute or two to give a little background on the vocational program of the country which I think is terribly important.

The first Vocational Act was passed in 1917, the Smith-Hughes Act. It set up a few sketchy ideas of a program and the Government authorized $7,200,000.

Jumping quickly, after 46 years we come to the year 1963 which was a momentous year because Congress passed a very excellent bill on vocational education.

In that period of time, 46 years, the number of people taking part throughout the United States in vocational education had gotten up to 4 million. But in 1963, when Congress passed that excellent bill, it started a momentum going which was accelerated by the wonderful amendments of 1968.

In those amendments the matching funds came into existence and the State and national advisory councils came into existence.

It is very interesting to note that from 1963 to 1973, in only a 10-year period, because, in my opinion of that excellent legislation, the number of people in vocational education jumped from 4 million to 12 million. I think you realize that is the reason I think history shows how important this legislation is that we are now considering.

I thing Congress did a magnificent job in 1963 and 1968.

Then, of course, we had another bill of 1972 which was good but was not so important.

We of the national council feel that the bills that we now are working under have been so well phrased that we would hate to see anything modified in principle. Maybe a consolidation is advisable; obviously something can be improved.

What we are recommending are suggestions to be put on the present framework which we don't want to see touched at all. Therefore, we will talk somewhat in generalities. The ideas will be specific but we think it would be presumptuous for us to actually put the detailed language, give the detailed language to you when we feel that your committee could much more effectively frame the bills than we could.

One of the points we emphasized is that the success of the whole vocational program of the United States lies in the planning of the individual 50 States. We think that the job that the individual States have done have been something absolutely remarkable. Therefore, we think in this bill it is much more important for the bill to set guidelines for the States than absolute specific "must do this," or "must do that."

I was talking with several of the State representatives here just before this meeting started. They were commenting that the problems in Iowa are quite different, let us say, from the problems in Rhode Island. Therefore, the more flexibility we give the States, the more effectively they can do their job.

On the other hand, we feel very strongly that each State plan must go to the Department of HEW and be reviewed by the Office of Education to be sure that the guidelines and the principles are carried out.

It is interesting to note that the States have done such a job that in 1973, when we had 12 million people in the program, there was a little over $3 billion spent on vocational education. Of that amount, slightly less than $500 million came from the Federal Government and slightly over $2.5 million was put up by the States. Some of the States put up a ratio of 1½ or 2 to 1 of the Federal Government, and one of the States put up 10 to 1 of what the Federal Government did.

So, the States have been responding to this program very efficiently and very enthusiastically.

Mr. DELLEFIELD. Attached to the record is a list of State actions to vocational education that the national council has summarized. That is part of the record, sir.

Mr. VAN ALSTYNE. Here is another thought that we feel very strongly about.

As the enthusiasm for vocational education increases over all the land, we find from a practical standpoint that there should be more stress on the guidance and counseling program. The more efficient the guidance and counseling programs are, definitely the more efficient will be the whole vocational program.

Another factor that came in, the administration did not see fit this year to apply any money whatsoever to train teachers. They took the position that there were too many teachers in the country, an excess of teachers, and, therefore, that was not appropriate. They failed to take into consideration that the excess of teachers has to do with general education and there is actually a paucity of teachers for vocational education.

One of the reasons that vocational education is not going faster, in spite of the enthusiasm for it, is that there is a lack of teachers. It is terribly important. We think the bill should stress that point and funds should be provided to train more teachers for vocational education. We stress again that we should not leave out at least an item of 10 or 15 percent for the disadvantaged or handicapped. Sometimes in the enthusiasm of the whole they seem to get a little lost in the shuffle.

We were delighted to see that, though the Administration didn't have it in the bill, that both the House and the Senate Appropriations Subcommittees on this have fully funded the State advisory councils. We think it is terribly important. That means that the smaller State gets a minimum of $50,000 and the States increasing amounts based on population.

These men and women give a tremendous amount of time and we think that it is a very wonderful thing that they have been fully funded.

We also come to the point of career education. The eighth report of the National Advisory Council concerned itself primarily with career education.

With your permission, sir, we would like to make that a part of this record.

On the other hand, as important as we think career education is and realizing fully that vocational education is a part of it, still they are so separate we think that Congress should pass separate bills.

We would like to keep this present vocational bill separate from career education if you see fit to have a separate bill under the subject of career education.

We have a feeling, and again this comes along the lines of setting up major guidelines, leaving the States rather flexible. Here in the Federal funding for vocational education we have three different items: vocational research, grants to States for innovation, curriculum development and grants to States for research.

There it is like the pea in the pod. We think it should be lumped together and let the States delineate and direct the moneys they get in different directions that will best suit their needs.

So, we think that that category should be lumped into one. We have that in our report.

You will have our report which has been written, sir.

Those are all the principal highlights I wanted to bring to your attention.

I have finished, unless you have some questions for me.

[The prepared statement of Mr. Van Alstyne follows:]

PREPARED STATEMENT OF DAVID VAN ALSTYNE, JR., CO-CHAIRMAN, COMMITTEE ON LEGISLATION, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

The NACVE believes that the Vocational Education Amendments of 1968 is an exemplary piece of legislation. In considering its extension and revision, the Council recommends that the basic purpose and format of the Act be retained. There are some changes and improvements which can be made to provide greater flexibility to the states in planning and implementing their programs, but these changes can be made within the structure of the existing Act.

We believe it is imperative that the Vocational Education Act be maintained as a separate and distinct entity, so that the progress made under the impetus of the 1968 Amendments can be maintained and accelerated. We see the Vocational Education Amendments of 1968, as written, as an outstanding example of consolidated legislation, which permits broad latitude on the part of the states in the use of Federal funds, while at the same time identifying and supporting specific national priorities. The major portion of the Federal funds for vocational education are allocated under Part B, Grants to States. The states are free to use these funds as they see fit to meet their individual needs, within the very broad scope of the Act. The categorial sections of the Act, Parts C through J, were expressly designed to meet specific national concerns which were not being adequately dealt with by most states. The funding for these categories accounts for less than one-quater of total Federal vocational education funding. The new Part J categorial funding for Bi-lingual Vocational Education, which was signed into law only last month, is one more example of a national or regional need, which was not being adequately addressed on a state-by-state basis.

Section 511 of the Education Amendments of 1974 (P.L. 93-380), which provides for a simplified state application for Federal funds, will help eliminate much paper work and simplify the procedures required under the Vocational Education Act. This new provision will help achieve many of the results envisioned in the concept of consolidation, and will permit the states to devote a greater amount of time to annual and long-range planning of their vocational education programs.

As we stated before this Subcommittee on July 12, in Wisconsin, we believe that little revision is needed in the present law if it is fully implemented, properly administered, and adequately funded. Some changes are needed in the following areas to insure that the goals of the Act are carried out:

STATE PLANNING

We believe that the state planning procedures in the 1968 Amendments are essential for the development of sound vocational education programs. As we have pointed out before, state plans have tended to become merely compliance documents rather than effective planning tools. The State Plan is the heart of the 1968 Amendments, and its importance must be re-emphasized. The new provision in P.L. 93-380 for a single state application should permit greater attention to be given the state plan as a tool for analyzing needs, establishing priorities, allocating resources, and ascertaining the extent to which the goals of the Act are being achieved. The specifications of the state plan, as contained in the Act, should be guidelines, rather than formal requirements, in order to allow the states greater flexibility in designing their programs. However, the review and approval by the U.S. Office of Education should be retained, in order to assure that the goals and purposes of the Act are adequately being met.

As the NACVE recommended in its Fourth Report in 1971, there should be specific funding set aside for state planning and evaluation, which would permit the needs assessment required by the Act. A needs assessment should be basic preparation for the development of the state plan, but very few states have ever made such a study.

The NACVE has just completed the summary and compilation of the 1973 reports of the State Advisory Councils on Vocational Education. We request that this report, entitled "Unmet Needs and Unresolved Issues of Vocational-Technical Education in the United States," be made a part of the hearing record.

One of the major issues addressed by most State Advisory Councils in their reports was the need for articulation between secondary and post-secondary vocational education. We think this is a problem which can and should be dealt with in the annual and long-range state plans. In the Education Amendments of 1972 (P.L. 92–318), Congress authorized a new program for post-secondary occupational education (Title X, Part B). Unfortunately, this program has not yet been implemented because of lack of funds. Last year, the National and State Advisory Councils on Vocational Education passed a joint resolution urging the funding of Title X. We recommend that the Committee consider means by which tie lines can be established between Title X and the Vocational Education Act, in order to enhance the articulation between secondary and post-secondary programs. This has already been done to a degree by extending the mandates of the National and State Advisory Councils on Vocational Education to cover the new post-secondary occupational program. These ties could be further strengthened by providing for the inclusion of Title X, Part B programs in the state plans for vocational education. Articulation between the secondary and post-secondary programs would then of necessity become one of the major focuses of the planning process.

The problems of urban vocational education, with its higher costs and greater concentration of disadvantaged students, have occupied the attention of the Council for much of the past year. We have held public hearings in five major cities and our report of these hearings will be submitted to you when completed. We believe that the state plan should deal specifically with the special needs of urban areas, and that a needs assessment study, as part of the state planning procedure, would help insure that the cities get their fair share of vocational education dollars.

VOCATIONAL TEACHER EDUCATION

The Council recommends that Part F of the Education Professions Development Act be incorporated into the Vocational Education Act. The Administration requested no funds for EPDA in the FY 1975 budget on the grounds that there is a glut of general education teachers on the market, and that other areas of special needs in teacher training are provided for in other pieces of legislation. Vocational education, we feel, is one of those areas of special needs. Quality education requires a continuing program of professional development for vocational administrators, teachers, and guidance counselors, but that need is not adequately addressed in the Vocational Education Act.

GUIDANCE AND COUNSELING

The continual strengthening of guidance and counseling programs should be a major priority of new legislation. Under the present Act, guidance and counseling is one of the areas in which Federal funds may be used, but we urge that specific funds be earmarked to provide pre-service and in-service programs in vocational and career education for all counselors, and to make counselors more aware of job opportunities and labor market demands.

This is one of the recommendations contained in the Council's Sixth Report on Guidance and Counseling. That report has been well received in every quarter, and a meeting is planned for next Spring in Washington to explore ways of implementing the recommendations of the Sixth Report. The meeting, to be funded by the U.S. Office of Education, will be sponsored by the American Vocational Association and the American Personnel and Guidance Association, and held in conjunction with the Joint Meeting of the National and State Advisory Councils on Vocational Education. We would welcome participation in that meeting by this Committee.

A closely related issue is that of job placement and easing the transition from school to work. In the Education Amendments of 1972 (P.L. 92-318), Congress made it the responsibility of the Commissioner of Education to promote the development of job placement programs as part of the regular education system. It has long been the position of the Council that vocational programs which do not include the follow-up and job placement are incomplete programs. We urge that this purpose be reiterated specifically in the Vocational Education Act. The NACVE has completed the first phase of a School-to-Work study to explore the feasibility of this approach, and has found great interest on the part of both educators and business and industry. The second phase of the project is now getting under way, under the auspices of the National Association for Industry-Education Cooperation.

CATEGORICAL FUNDING

The Council repeats its belief that there are certain national priorities in vocational education which must be emphasized. But some categories in the existing bill could be combined to allow the states greater flexibility in meeting the particular needs of their area. For example, Part C (Research), Part D (Exemplary Programs and Projects), and Part I (Curriculum Development) could be merged. This would allow the states to put the money where they felt it could make the greatest impact in furthering the goals of their state plan. One state may need to use the bulk of these funds for a two or three year period in curriculum development, while another state may be at the stage where a concentration on research and innovation is necessary. Part F of EPDA, if transferred to the Vocational Education Act, might also be included in this merger.

Part G (Cooperative Vocational Education Programs) and Part H (Work-Study Programs) could also be combined to permit the states to place the emphasis where experience in a particular locality indicates the results have been most beneficial, or where the need is greatest.

Continued emphasis must be placed on programs for the disadvantaged and the handicapped. We urge that at least the present set-asides of 15 percent for the disadvantaged and 10 percent for the handicapped be retained, and that some provision be made in the law or in administrative regulations to assure that these funds are used for the purposes intended.

We note that P.L. 93-380 amends the Education of the Handicapped Act to authorize grants to institutions of higher education, including community colleges, vocational and technical institutes, and other non-profit educational agencies, for the development and operation of specially designed or modified programs of vocational, technical, post-secondary or adult education for deaf or other handicapped persons, with priority consideration given to programs serving multi-state regions or large population centers, and to programs adapting existing programs of vocational and technical education to the special needs of the handicapped. We think some means should be explored to facilitate greater coordination of programs for the handicapped under this Act and others, such as the Vocational Rehabilitation Act.

We are also concerned with the problem of providing vocational education to the American Indian population. Reservation schools are not eligible to participate in Federal or state vocational education or community college programs. This is an area of special concern which we encourage the Committee to investigate.

FORWARD FUNDING

In Section 802 of P.L. 93-380, the Congress declares it to be the policy of the United States to implement immediately and continually section 411 of the General Education Provisions Act, relating to advance funding for education programs. We recommend that this policy be reiterated in new vocational education legislation, with specific reference to the importance of forward funding to vocational education, due to the added costs of equipment used in vocational programs.

ADVISORY COUNCILS

The advisory council system has been a major force in the success of programs under the 1968 Amendments. As Congressman Quie stated in the dedication of the Handbook for State Advisory Councils, prepared by the NACVE, QUOTE—Since the earliest days of our Nation, public education has involved and absorbed the interest and attention of citizens and citizen groups. . . . It is quite logical therefore, that Congress should have provided an instrumentality for concerned, informed, and interested citizens to have an official voice in the development of the occupational education system of our country—the National and the State Advisory Councils on Vocational Education. . . . We believe that the National and the State Advisory Councils on Vocational Education may become the precedent for legislatively mandated citizen organizations to be utilized in evaluating other federally funded public service delivery systems. Thus, your National and State Advisory Councils may have a future impact on our Nation's governance far beyond our public education system. END QUOTE.

We believe that the law, as written, clearly defines the functions and responsibilities of advisory councils. We would urge that you consider amending section 104(b)(1)(A) relating to the membership of State Advisory Councils to provide for greater representation by business, labor, and the general public. As currently written, this section weights the membership of State Advisory Councils heavily on the side of educators. Many states have overcome this imbalance simply by expanding their original membership to include more non-educators, but we feel it should be clarified in the legislation.

We also urge that new provisions for the funding of State Advisory Councils be considered. The law provides that each state council shall receive a minimum of $50,000. As you know, many states still receive less than that figure. The FY 1975 appropriations bills, yet to be enacted, provide funds—for the first time since 1968—to bring the state councils up to the $50,000 authorized minimum.

Even the $50,000 figure, by today's standards, is hardly adequate to allow the State Advisory Councils to properly fulfill their responsibilities as required by law. You require that the State Councils advise the State Board on the development of the State Plan, evaluate vocational programs, services, and activities within the state, and publish and distribute the results thereof, prepare an annual evaluation report of the annual and long-range program plans, and hold at least one public hearing annually.

The members of the State Advisory Councils are dedicated citizens, who contribute many hours of their valuable time to the work of the councils. They have done a remarkable job over the past six years on a shoestring budget. But they can never really do the kind of job you have asked of them without adequate staff and a realistic budget.

The problem will be multiplied when Title X, Part B of the Education Amendments of 1972 (Public Law 92-318) is implemented, as the National and State Advisory Councils are given the same responsibilities under that law as they have under the Vocational Education Act. While the law does state that the State Advisory Councils should receive funds, the determination of funding is left to administrative decision. We would like to point out that P.L. 92-318 does not similarly provide that funds be made available to the National Advisory Council to carry out its new responsibilities under that program.

The Subcommittee has expressed an interest in the matter of local advisory councils on vocational education. We believe that local councils can be very effective, but their establishment is, we believe, a state and local decision, and should not, at this time, be part of federal legislation. Every state, either by law or regulation, provides for local advisory councils on vocational education, either on the basis of individual occupational fields, or broader school system councils.

Many of these laws and regulations have been inoperative, but the State Advisory Councils in many states have recently begun working with the State Department to activate these local councils. In the State of Kentucky, regional advisory councils have been set up, and the Kentucky State Advisory Council has given each regional council $1,000 out of its budget as start-up money. This is a lead that other State Councils might follow, if they had sufficient funds. Attached is a comprehensive report on what is happening in the various states with regard to local advisory councils. The information is abstracted from the 1973 SACVE reports, and additional data was provided by the State Advisory Councils.

YOUTH ORGANIZATION

Vocational Youth Organizations have, for many years, typified the cooperation between education and the private sector which is being so urgently sought today. These student organizations have supplied their members with the incentives and guidance which we recognize now as essential to bringing relevance to education. The Council's Seventh Report, in 1972, was devoted to Vocational Student Organizations, and in it we recommended that Congress recognize these organizations as integral to instructional programs in all areas of career education, and support them financially.

MANPOWER DATA

Section 102(a)(1) of the Vocational Education Act provides $5 million to be transferred to the Secretary of Labor, under terms and conditions mutually satisfactory to the Commissioner of Education and the Secretary of Labor, to finance national, regional, State, and local studies and projections of manpower needs as they relate to vocational education programs. This provision has never been implemented, and the Council urges that this provision be re-emphasized in new legislation. Such data, in a form which can be applied to the needs of vocational education planners, is essential for a meaningful needs assessment and state planning program.

The National Council has been concerned with the development of career education. While pleased with the basic concept, the Council has had some questions about the manner of implementation. One of our greatest concerns has been the confusion between vocational education and career education.

The Eight Report of the NACVE, "A National Policy on Career Education," attempts to provide a clearer understanding about the distinctions and relationships between career education and vocational education. A copy of that report, which was just published, is attached for the hearing record.

In that report, we recommend that separate authority and funding be maintained for career education as provided in P.L. 93-380. Career education should not be a part of the vocational education bill, but should be kept in separate legislation. Vocational education funds should be spent on vocational education, and separate and distinct funding should be provided for career education.

Too often, the terms career education and vocational education have been used interchangeably with much resulting confusion. One particularly important example of that confusion was the action taken by the U.S. House of Representatives in the FY 1975 Labor-HEW Appropriations bill. The NACVE, in testimony before the U.S. Senate Appropriations Subcommittee on Labor-HEW, last July 17th, pointed out that the House had reduced funds for vocational education curriculum development from $4 million, which was the amount available in 1974 and requested in the 1975 budget, to $1 million. The rationale for this reduction offered in the House report was that the States, the National Institute of Education, and the Office of Education were providing the needed support under other programs "such as career education." We stressed at the time, and would like to repeat again, that career education and vocational education are not synonymous. The curriculum development being done in the name of career education to date has been primarily concerned with orientation in the work ethic at the elementary and secondary levels for general education students. This does not meet the needs of vocational education curriculum development, which deals with teaching specific occupational skills, especially in emerging new fields such as allied health professions and environmental technology.

We see career education as an all-encompassing *concept*, and vocational education as one of various component *programs* within that concept. Career education is the facilitator which will help bring about the integration and cooperation required for a more effective educational system. But vocational and technical education, at both the secondary and post-secondary levels, are strong pillars of the career education concept which must not be weakened. Career education is not a substitute for vocational education. Without strong vocational and technical programs, the career education concept is meaningless. We urge the Committee to consider in the statement of purpose of the new bill a section which will help clarify the relationship between vocational education and career education, and to stress therein the importance of modern, innovative vocational and technical education programs as part of a comprehensive educational system relevant to the needs of our contemporary society.

UNMET NEEDS AND UNRESOLVED ISSUES OF VOCATIONAL-TECHNICAL EDUCATION IN THE UNITED STATES

FOREWORD

The findings, evaluations and recommendations of the State Advisory Councils on Vocational Education, as reported in their Annual Reports for 1973, are summarized in this report of the National Advisory Council on Vocational Education.

Each year NACVE has studied these Annual Reports as a part of its responsibility for determining the "condition" of vocational-technical education throughout the nation, as well as for obtaining clues as to any special studies and efforts we should undertake to resolve issues and problems of national import. So useful have we found our analyses of the SACVE Annual Reports' grass roots information on a state-by-state basis, that we decided to publish this information for possible use by other concerned organizations, agencies and researchers.

It should be noted that the summaries were prepared as objectively as possible from the actual reports themselves. No effort was made to interject additional information or to editorialize. It must be admitted, however, that favorable editorializing did occur in several instances when our staff expressed some satisfaction with the format of a particular report. The reports from Alaska, American Samoa and Connecticut were not received in time to be included in this document.

Following the "Overview Summary of Major Findings and Recommendations," the state-by-state summaries are arranged in alphabetical order.

JAMES A. RHODES, *Chairman.*

OVERVIEW SUMMARY OF MAJOR FINDINGS AND RECOMMENDATIONS

The 1973 Annual Evaluation Reports of the State Advisory Councils on Vocational Education dramatically departed from previous years' reports in that they concentrated their discussions on qualitative, rather than quantitative concerns of vocational technical education. Whereas in past years considerable space was devoted to the inadequacies of data concerning manpower needs, student enrollments, etc., with recommendations for improving reporting and analysis, most of the Council reports for 1973 simply reported satisfaction with the progress—albeit slow—the State Departments of Education were making in this area. Statistics, if any, were usually contained in the Appendix. Recommendations usually were confined to urging the State Departments of Education to continue the efforts already initiated for developing management information systems so as to improve relevance of program offerings to the needs of industry as well as youth and adults desiring and seeking vocational education and training.

STATE PLANS

Commending their State Departments of Vocational Education for having, in most instances, exceeded the goals and objectives of the State Plans in terms of increased enrollments and number of programs in operation in the past several years, the Councils raised highly sophisticated, qualitative questions. For example, in discussing the accessibility of vocational education to youth and adults, many Councils pointed out that having vocational schools located in such a way that no person need travel more than a minimum number of miles was but one criterion; a much more significant criterion is whether or not students would find the programs they desired in the school closest to their homes. If not, then as far as the student is concerned, vocational education is not accessible!

COOPERATION WITH STATE DEPARTMENTS OF EDUCATION

Another reason for so many of the 1973 Council Reports eschewing quantitative analysis and evaluation was the fact that many of their findings and conclusions were based on public hearings and survey questionnaires mailed to parents, students, former students, and employers. As a result, the Council's were saying to their State Departments of Education:

> "You have provided us with more than ample data as to what you are doing and how well you are doing it. Now we are going to find out what isn't being done, what needs to be done, and what are your plans, if any, for meeting these needs, and how can we help you?"

This attitude of the Councils has led to increasingly cooperative working relationships between the Councils and the State Departments of Education during the past year as evidenced by a number of jointly conducted and funded studies, public hearings, and workshops for improving professionalism of teachers, counselors, and administrators at the state and local level. Many Councils have joined with and supported their State Boards and State Departments of Education in seeking additional state legislative funding for vocational-technical education, and in consolidating under the aegis of the Division of Vocational Education, responsibility and authority for all manpower development and training programs within the State.

FUNDING

Some Councils have gone even further in this matter by recommending that all state funds for education—including higher education—be disbursed by a single agency—the State Department of Education. Rationale for the recommendation is based on the fact that higher education is receiving a disproportionate share of funds in terms of population needs because colleges and universities have greater clout and prestige in the legislature than do vocational educators. But if educational funds were disbursed on the basis of need and demand by the public, vocational education—it is believed, would receive much more money from the total funds available for education.

Another area of concern, and mutual support between many of the Councils and their State Departments of Education is the problem of late receipt of federal funds. A possible resolution, which the Councils and the State Departments are advocating, is having their State legislatures provide advance funds to the State Department of Education which would be reimbursed to the State upon receipt of the federal monies. While forward federal funding was the preferred solution and had been so recommended in previous years, the Councils did not see this happening in the near future.

CAREER EDUCATION

By far the most often repeated concern of the State Councils was the slow rate of progress being made in implementing Career Education in the elementary and secondary schools through the State. Noting that educators, businessmen and citizens alike were in support of the Career Education concept, the Councils pointed out that except for federally funded pilot demonstration and exemplary projects, little financial commitment was evident from either State Departments of Education, or State legislatures. Furthermore, what funds are allocated, are taken from already scarce vocational education monies. A large majority of the Councils urged their State Departments of Education to obtain additional funds for Career Education from both the State legislatures, other monies available to the State Departments, and from local school systems in order to make Career Education available quickly to all students presently in grades K through 12.

It is interesting to note that in discussing professional development of school administrators, teachers, and counselors, many Councils called for including courses in Career Education and vocational education. Many Councils also recommended that guidance counselor certification requirements be expanded to include work-experience.

YOUTH ORGANIZATIONS

A growing number of Councils, as compared to the 1972 Annual Reports, recommended that efforts and funds be increased by the State Departments of Education in support of vocational youth clubs, and their growth in number and membership. One State Council recommended that these clubs be expanded into post-secondary institutions; another recommended that all vocational students be required to join a club relevant to their program of studies, and a third recommended that vocational instructors be required to take in-service courses in youth club leadership.

JOB PLACEMENT

Job placement services for all high school graduates and school leavers as a responsibility of the local school system was advocated by more Councils than in previous years. Several Councils specifically mentioned they were awaiting the report of the School-to-Work Project of the National Advisory Council on Vocational Education before taking stronger action in urging this responsibility on local school systems. This particular topical concern appears to be one of the more important coming to the fore, and will undoubtedly receive considerable attention by the Councils during 1974.

PRIVATE TRADE SCHOOLS

Utilization of proprietary trade schools by local school systems, and their impact on the skilled manpower supply of a community or region is also a growing concern of the Councils. While less than 20% of the Councils discussed this matter in their reports, they all recommend that more recognition be given it, and greater utilization be made of the proprietary trade schools. In addition, several Councils recommended that the State Departments of Education improve regulatory practices of the private schools.

DISADVANTAGED AND HANDICAPPED STUDENTS

While recognizing that more disadvantaged and handicapped students were currently enrolled in vocational programs than at any time in the past, the Councils expressed concern about the still very small percentage of these students being served in terms of the numbers needing vocational education. Of all the problems, this seems to be the one on which least progress has been made in terms of need and potential.

ARTICULATION

Articulation of secondary school with post-secondary school vocational and technical programs is another problem which a number of Councils have found as continuing to be difficult of solution. While the problem is clear, and recommendations for resolving it are simply stated, implementation faces many barriers, particularly that of institutional autonomy—even in State supported institutions of higher education. While some progress can be reported, it is not yet of significant proportions except for isolated situations.

COORDINATION WITH OTHER MANPOWER DEVELOPMENT PROGRAMS

Coordination of vocational education programs with other community and area manpower development programs and activities remains a continuing problem, but the Councils report significant progress being made. This is an area where the Councils are working closely with their State Departments of Education in achieving good results.

LOCAL SCHOOL SYSTEMS AND ADVISORY COMMITTEES

A number of the Councils also report considerable progress being made by their State Departments of Education in the involvement of local school systems in the development of the State Plan. However, many of the Councils found it necessary to recommend further effort in this direction.

In their 1972 reports, a number of Councils urged their State Departments of Education to take necessary action to improve the utilization of vocational program advisory committees by local school systems, and offered their assistance in any such effort. Not only did the 1973 Council reports indicate that such action had been initiated, but an even larger number of Councils recommended such action. As a matter of fact, utilization of local advisory committees ranks among the ten top concerns of the Councils as indicated in their 1973 reports. This high level of concern was noted in the early reports received by the National Advisory Council on Vocational Education. As a result, the National Council assisted a well-known researcher in this field to conduct a special study of this problem. The report of this study, "Local School System Advisory Committees and the State Advisory Councils on Vocational Education" is available from the National Council.

CONCLUSION

As an overall general observation, it appears that the problems and issues of vocational-technical education which were plaguing our nation prior to passage of PL90-576 in 1968, when the State Advisory Councils on Vocational Education were established, are still with us in 1974. This despite considerable progress on many fronts as the result of massive infusion of funds by the federal and state governments. The factual evidence is that the problems were so acute in 1968 that four years of progress has succeeded in only making a dent. More importantly, however, our experience during the past few years has developed the guidelines which educators, manpower developers, economists, business leaders, legislators, and interested citizens must pursue if the promise and potential of Career Education—of which vocation-technical education is a major component—it to be fulfilled. The 1973 Annual Evaluation Reports of the State Advisory Councils on Vocational Education are a significant and major contribution to the development of these guidelines and in pointing the direction of our nation's effort to provide skilled manpower engaged in satisfying and productive effort in all facets of our economy.

SUMMARIES OF THE 1973 ANNUAL REPORTS OF THE STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION

ALABAMA

The recommendations contained in the 1973 Annual Report of the Alabama Advisory Council on Vocational Education are summarized as follows:

1. Curricular materials developed and distributed by the State Department of Education should be validated by industry.
2. State funding program approval priorities should be based on job opportunities, student interest and aptitude, program cost, and job placement factors.
3. The State Department of Education should design, develop and implement a coordinated state-local level planning system.
4. Local boards of education should appoint local advisory councils.
5. The student counselor ratio was 5,143 students for each vocational coun-education facilities.
6. The State Legislature and local boards of education should establish the goal of enrolling 40% of the secondary, post-secondary and adult work force population in vocational education and training.
7. Articulation and administration of vocational programs between the various institutional levels should be improved.

Some of the findings leading to these recommendations were:

1. Career education programs in elementary schools and in teacher education institutions is making good progress.
2. In 1973 only 28% of the students enrolled in grades 7–12 were enrolled in vocational education programs.
3. The State Department of Education provided training for new and expanding industries which involved over 3,000 people in 33 locations.
4. Only 16% of the high schools offer organized job placement services.
5. The student counselor ratio was 5,143 students for each vocational counselor; approximately ½ of the high schools did not have a full-time general school counselor assigned.

ARIZONA

The Council's report is in two parts. Part I concerns the Council's recommendations; Part II, "Addendum" reviews other activities and includes summaries of several projects, articles, and a state-wide cyclical assessment program built around an instrument developed for this purpose by the State Division of Vocational Education.

Career education

The Council endorses the concept of Career Education and urges that vocational-technical education be properly considered an integral part of Career Education.

Counselors and teachers

The Council recommends expansion of professional development and in-service training programs to meet the critical shortage of qualified teachers and counselors.

Funding

The Council is concerned about the desirability of needs assessments for teachers, facilities, and equipment. Of special concern is funding of teachers' salaries when class enrollments are less than ten students, facilities are less than adequate and equipment is not relevant to the world-of-work.

Coordination

The Council reported, "no coordination exists among the secondary schools, community colleges, manpower programs, apprenticeship training and private schools relative to what programs should be offered, where they should be offered or the limitations of enrollments in the programs."

Youth clubs

The Council recommends that the Division of Vocational Education continue its efforts to expand the number of vocational-technical education youth clubs and organizations.

Job placement

The Council recommends that primary responsibility for job placement of students remain with the Department of Economic Security rather than being taken by the schools.

Relevancy of programs to needs

Adult education has decreased in Arizona each of the last 3 years. The Council urges a reversal in this trend by expanding both vocational and college degree programs for adults.

A decided trend to move adult vocational education to the community colleges has emerged. Also more Arizona community colleges are offering vocational education programs at both secondary and post-secondary levels particularly in the rural parts of the state.

State plan goals

Here again, concern was expressed by the Council that the goals, objectives and activities for the FY 1974 State Plan were developed without using needs assessments. Among other recommendations on this matter, the Council urged the Division of Vocational Education to hold public hearings and to consider making the assessment a joint venture with the Advisory Council, Department of Economic Security, Department of Economic Planning and Development and other cooperating agencies. Nevertheless, the Council reported that the FY 1973 goals, objectives and activities appear to be realistic and obtainable.

Acceptance of council recommendations

While the Council does not indicate its satisfaction or dissatisfaction with the consideration given by the Division of Vocational Education to the Council's previous year's recommendations, the record does appear satisfactory.

ARKANSAS

The Arkansas Council's 1973 Annual Report was more of an impassioned plea for vocational education to be viewed in its proper role within the totality of the educational system of the state and the nation than an evaluation of vocational education *per se*; e.g.:

> ". . . we do not question why thousands of children have reading problems; rather, we invest millions of dollars into symptomatic 'remedial reading programs,' At the same time, vocational courses are judged more critically. For example, if a vocational course does not place eighty-five percent of its graduates directly into employment it is considered a failure."

As a result of the overall viewpoint that the Arkansas Council takes, it made a number of recommendations calling for major changes throughout the entire educational system of Arkansas.

For vocational-technical and career education, the Council's findings and recommendations centered around the topics discussed below:

1. Career education.—At the elementary school level, some 2000 students in nine school districts were involved in career education "awareness" programs in 1972. In 1973, this number had been expanded to 5000 students in 22 school districts. By 1978, it is expected to have 14,000 students involved. This number of students, however, is only 5.5% of the projected enrollment for 1978.

At the secondary level, the number of vocational programs has been expanded by 13% to cover 46,000 students in grades 8 through 12.

At the state office level, a career education coordinator has been appointed to promote and coordinate all career education activities within the state department and throughout the state.

2. Disadvantaged and handicapped students.—Of the approximately 65,000 disadvantaged youth in high school, about 26% are enrolled in vocational education programs. New programs have been approved for approximately another 10,000.

Almost 880 handicapped students were enrolled in special programs, as compared to 700 last year.

3. Accessibility of Vocational and Technical Education Programs.—

(*a*) *Secondary level.*—The number of vocational programs offered at the secondary level has been increased by 13% and now serves 46,000 students in grades 8–12, as compared to 36,000 students in the previous year.

In addition, 5 mobile units were utilized to bring orientation and exploratory programs to 370 students in remote areas of the state.

(*b*) *Post-secondary schools.*—Some 5,600 students were enrolled in the state's 15 area vocational technical schools, 2 community colleges and 5 colleges and universities. Funds have been budgeted for 10 new area vocational schools.

4. The state plan.—The Advisory Council finds that despite the shortcomings of the State Plan as a planning document, the State Department of Education has made great strides in making vocational education available to increasing numbers of youths and adults throughout Arkansas.

CALIFORNIA

The Fourth Annual Report of the California Advisory Council on Vocational Education and Technical Training focused its attention and recommendations on coordination and articulation of the planning processes controlling the administration and operation of vocational-technical education throughout the State, and on improving the organizational and staffing patterns of the Department of Education vocational staff.

The Council noted that components in the statewide planning process—the State Plan, area master plans—are presently neither compatible nor integrated. Thus it is not surprising that the Council would report that the State Plan "does not contain articulate or representative statewide priorities, goals and objectives." To resolve this problem, the Council has suggested a series of recommendations to be implemented by the end of the calendar year 1974.

To assist the evaluation activities of the State Department of Education, local educational agencies, and the Council itself, the Council has identified 12 functions of vocational education around which performance may be assessed. A study of the effectiveness of vocational education in California local educational agencies, based on these 12 functions, indicated that:

1. Fifty percent or more of the districts surveyed report doing an above average or superior job in providing vocational education programs and services.

2. Districts appear to be experiencing the greatest difficulty in providing the following functions:

(*a*) Student recruitment.
(*b*) Guidance and counseling.
(*c*) Placement and follow-up.
(*d*) Population needs.
(*e*) Evaluation.

Noting that since 1969, the Department of Education's vocational education staff has been funded exclusively by federal funds, the Council raised the questions as to whom the state's educational leadership is accountable—the federal government or the people of California. Opting for the latter, the Council recommended that the State Board of Education (and the Board of Governors of the California Junior Colleges) seek from State general funds the monies needed to totally support administrative services. For the 1975–76 budget this amount would be $1,200,000 for both Boards.

While the State Department of Education has expressed agreement with a previous year's recommendation of the Council that funding for career education projects be drawn from all education sources rather than primarily from vocational education funds, no action has been taken to implement this recommendation. The Council reiterated its stand on this matter, and further recommended that by the end of calendar year 1974, the Board of Education and Board of Governors of the California Community Colleges take action to implement the career education concept "so that all present and future students may benefit." The Council also made recommendations dealing with career guidance services were found to be "notably poor" in a special study conducted by the Council.

Concern was expressed by the Council concerning:

1. Lack of a defined role of community colleges in Regional Occupational Centers and Regional Occupational Programs.

2. The posibility of unnecessary duplication of services of the ROC's and ROP's.

3. Lack of communication and articulation, training and education, training and manpower development agencies by the ROC's and ROP's.

Crediting much of the growth of secondary and adult vocational education to these comparatively new types of institutions, the Council called for resolution of the concerns with their role and operation by the end of calendar year 1974.

COLORADO

The Colorado Council reported great progress in the development of a statewide plan for career education, and looks forward to adequate funding at the state and local levels. The plan calls for a State Education Coordinating Council and for local Career Education Advisory Committees.

The Council, in reporting the State Department of Education's response to its four recommendations made in last year's report, stated, "Varying degrees of action were taken on each of the problems and recommendations taken."

The current Annual Report contains only several selected items from a number which were presented—by position paper and in discussion—to the State Department of Education, as follows:

1. Need for dialogue between state and national leaders before changes are made in funding and legislation.

2. Salaries of vocational and technical teachers should reflect their years of work experience and not be based solely on academic criteria.

3. Industrial Arts programs are appropriate to Career Education but should not be funded from vocational education appropriations.

4. Lack of student proficiency in basic skills in grades K–12 should be assessed and a long-range plan for development and implementation to remedy the identified shortcomings.

DELAWARE

The 1973 Report of the Delaware Advisory Council on Vocational Education was concerned with the qualitative assessment of the progress being made by the Department of Public Instruction in implementing its previous years' major recommendations. While progress has been substantial in several areas, the Department is still studying the feasibility of others. One such recommendation, attempting to overcome the uncertainties of timing in the receipt of federal funds, has the Governor and legislature providing local school districts with funds for advance planning and establishment of new programs, to be reimbursed to the State upon receipt of federal funds.

Among continuing concerns of the Council are those dealing with:

1. Reduction in state funds to those schools sending students on a shared-time basis, to vocational centers.

2. The high cost of acquisition and maintenance of shop equipment for vocational-technical programs.

3. Lack of adequate undergraduate and graduate programs for vocational teachers.

4. Lack of measurable goal and objective statements in the State Plan, and too great a dependence upon available federal funds in determining vocational-technical program offerings.

In accordance with recommendations made in previous years by the Council, the Governor established the Delaware Advisory Council on Career Education to serve as the catalyst in developing coordinated planning for the entire field of occupational education, including vocational education, manpower development, etc. All other state agencies concerned with manpower development, including the Department of Economic Development, would participate in the program of the Advisory Council on Career Education.

Properly proud of the fact that, in 1970, Delaware became the first state to legally establish, encourage and financially support vocational youth organizations, and that in subsequent years the legislature has increased the amount originally appropriated by 300%, the Council is understandably dismayed that the Budget Act FY 1974 provides no funds for vocational youth organizations. Particularly so, because the State Board of Education provided double the legislative appropriation from its available federal funds.

In addition to this set-back, the Council found that bureaucratic red tape within the Department of Public Instruction is serving to frustrate and discourage vocational youth organizations in a number of ways. The Council has recommended reinstitution of legislative funding and that the intent of the original legislation be implemented immediately.

For several years the Council has recommended that each school district be provided funds to hire employment-placement officers at a ratio of 500 students per officer. The State Board of Education has been able to partially implement this recommendation by providing funds for the hiring of at least one such officer per school district. The services of these officers has been found to be relatively successful; if the proper ratio could be achieved, the Council is convinced the program would achieve its objectives as envisioned.

The Department of Labor assisted in the training of several of the employment-placement counselors.

The Department of Public Instruction established a Task Force on Career Guidance and Placement Services. The Task Force has concluded that the effectiveness of the guidance-placement system was directly related to the ability, experience and enthusiasm of the individual officer. The Task Force recommended that certification for this position should require work experience in business and/or industry, and that such experience be recognized by advanced placement on the State Salary Schedule.

In order to determine how well cooperative agreements were functioning among the 11 state agencies and their components charged with some responsibilities for vocational education for exceptional children, the Council obtained special position papers from appropriate officials. A study of these papers revealed a number of unmet needs. The Department of Public Instruction agrees it is timely to review the total role of vocational education and its impact on the handicapped from early childhood to the retirement age, and has taken the leadership in the development of a State Plan for Vocational Education for the Handicapped. The Council will conduct an in-depth evaluation of this matter in the immediate future.

The Council also recommended that persons with special needs for vocational education could best be served by a single agency serving both a clearinghouse function and as an educational and training institution. The Delaware Technical and Community College was suggested. However, the Department of Public Instruction can take no action on this recommendation, suggesting that this is matter for consideration by the Occupational Education Consortium embracing the three institutions of higher education in the state.

DISTRICT OF COLUMBIA

The 1973 Annual Report of the District of Columbia Advisory Council on Vocational Education is devoted almost entirely to the problems of implementing the career education concept in the D.C. school system. Pointing out that career development has, for several years, been the third of four priorities of the school system, the Council feels that,

> "Career development, as well as some other programs, is tolerated partly because it has its own funding. Career development should be part of a comprehensive plan for education in the District which does not now exist, and will not until there is really high level input into long range planning."

The Council's evaluation of the D.C. State Plan for FY 1973 took the format of quoting the missions and responsibilities for implementing each mission, then reporting its own findings and recommendations. Some of the findings follow:

1. Planning of the elementary area of career development to be the weakest and most vaguely defined.
2. At the junior high level, as with the elementary level, the lack of administrative responsibility for the implementation of career development programs seriously hampers the total effort.
3. Industrial arts curriculum content in the junior high schools has been greatly improved during 1973, but there is no operating money from federal or state source either for the program itself or for in-service training of teachers.
4. Because of the separate nature of the administrative structures of the career development Exemplary Project within the Division of Instructional Services, its concepts are often not reflected in curriculum development by other departments of the school system.
5. Career development at the high school level occupies by far the largest amount of space in Plan FY 1973.

An extensive number of recommendations were made by the Council concerning career education development as well as vocational programs and counseling. All levels of the school system and the variety of program offerings were involved in these recommendations.

The Council's report includes summary reports of its:

1. Public hearing.
2. Seminar on Career Development and Union Apprenticeable Trades.

In reviewing responses by the D.C. school system to previous years' recommendations of the Council, the recommendations were organized by major topics of interest.

FLORIDA

The Florida Council's Annual Evaluation Report, rather complete in its coverage of most of the major issues of vocational and technical education, reported considerable progress and improvement as a result of the efforts of the State Board of Education and its staff.

Topic.—The acceptance and implementation of the career education concept by the State departments of education, the State advisory councils and the local school systems.

In 1973, the State Legislature appropriated $5 million from the General Revenue Fund for the development and implementation of a model career education program in each school district. It has been estimated that special funding will be needed for 3 years while career education is becoming an integral part of the regular on-going program.

Approximately 25% of all elementary school students (grades 1–6) and 40% of all students in grades 7–9 were involved in career education programs during 1973.

Topic.—Professional development.

Approximately 7,000 teachers, administrators and guidance personnel were involved in staff development workshops at the local level.

Topic.—Coordination with other State manpower planning, development, education and training agencies.

There were no specific indicators that the State's goals and priorities for vocational education are related to other economic manpower development efforts in the State, although there is evidence of extensive coordination among state agencies for providing training opportunities which utilize public funds. The 1974 State Plan is expected to provide for the specific indicators lacking in the 1973 State Plan.

On the negative side, it seems appropriate to note that the State is no longer providing special training programs for new and expanding industries.

Topic.—Utilization of manpower projections, economic development plans, and other demographic data in planning for vocational and technical education.

Lack of adequate, valid and timely labor market data continues to be one of the major deterrents to the effective and orderly development of a statewide program of vocational education.

Topic.—Utilization of local school system and school program advisory committees.

In its 1972 Annual Report the Council recommended that each district school board and junior-community college have an active general advisory committee and appropriate program advisory committees for vocational and technical education. In 1973, the State Board of Education issued regulations to this effect. The Council and the State Board then initiated a joint effort to hold, in early 1974, a statewide workshop for school district and junior-community college staff—as well as selected local advisory committee members—on how advisory committees should be utilized by school people.

Topic.—Support and expansion of vocational youth organizations.

Approximately 100 new vocational education youth organizations were established during 1973.

Topic.—Job placement.

The 1973 session of the Florida Legislature enacted legislation requiring district school boards to maintain job placement and follow-up services, effective September, 1974, for students leaving or graduating from the public school system. While this legislation does not pertain to the junior-community colleges, the Advisory Council urges the State Board of Education to issue regulations requiring the same job placement and follow-up services for school leaders and graduates of these post-secondary institutions.

Topic.—Serving the needs of the disadvantaged and handicapped.

There was an expansion in number of programs and enrollments for disadvantaged, handicapped and adult students. Enrollments in public schools-community college vocational education programs increased from 604,878 in 1972 to 709,006 in 1973 (17.22%). Instructional units increased from 5,200 in 1972 to 6,420 in 1973 (22%). Factors contributing to this expansion were:

1. Development of new programs for each of these target groups.
2. Expansion of work-experience and work-study programs for the disadvantaged students.
3. Addition of several more local councils for the education and rehabilitation of the handicapped.
4. Increased information made available about these programs.
5. Expansion of guidance services and occupational specialists for these target groups.
6. In-service training programs for teachers of the handicapped.

Despite this considerable progress, there is need for continued effort in all of these activities to expand programs to serve the unmet needs of the disadvantaged and handicapped students throughout the State.

Topic.—Relevance of vocational and technical education program offerings to student and employer needs.

Emphasis throughout the State has been placed on offering vocational and technical education programs for those job fields which appear to provide the greatest employment opportunities. However, labor demand and supply demand data are not sufficiently definitive or timely to make possible effective planning or evaluating of vocational programs on a regional, district or local level. Additionally, continuous job placement and follow-up data is needed in order to establish the degree to which a program is effectively meeting individual student needs or labor market demands. The Council commends the Department's plan—now in its initial implementation phase—to establish a statewide computerized system for the collection of educationally relevant manpower data (including student job placement and follow-up data).

The total program of vocational and technical education has continued to grow at a rapid rate in both number of programs offered and number of persons served.

Topic.—Accessibility of vocational education at the secondary and post-secondary levels.

Vocational education opportunities at the post-secondary and adult levels are now within commuting distance of approximately 98 percent of the population. At the secondary school level, however, much still needs to be done. In 1973, less than 20% of the students in grades 7-12 were enrolled in job related instructional programs. By 1978, projections call for 57% of all high school youth to be enrolled for at least two years in a skill development program. The Advisory Council recommended that this time-table be speeded up considerably by the State Board which was urged to increase its efforts to obtain necessary funding.

Topic.—Meeting the goals and objectives of the State Plan.

The FY 73 State Plan was developed as a planning document rather than an "instrument of compliance" with federal regulations. As a planning tool, however, it serves only the needs of vocational education at the state level. State Office planners should now begin to address themselves to making the State Plan a useful planning document for the local school systems. Furthermore, it is recommended that:

1. All goals and objectives be clearly and explicitly stated in quantitative and measurable form. For the FY 73 Plan, it is not possible to determine the extent to which a given goal was met since objectives were not identified with prescribed degrees (extent) of completion.
2. Each goal and objective be assigned a priority ranking on both an annual and long-range basis according to program, level, target group and geographical location.
3. Objectives, and activities designed to carry out these objectives, when applicable at the local levels, be so identified as a means for pinpointing responsibility and accountability.

The FY 1974 State Plan, it should be noted, indicates movement in these directions.

Topic.—The articulation of curriculums and programs between the secondary and post-secondary schools.

Articulation and coordination between secondary, post-secondary and adult education agencies has been strengthened and extend considerably during the past two years. Three principal factors are responsible:

1. Establishment of the Community School concept, with State funding support, calling for joint and coordinated use of facilities and staff.
2. State Board of Education regulations requiring establishment of coordinating councils in which a junior-community college is located.
3. Impact of the Comprehensive Program of Vocational Education and Career Education.

Topic.—Acceptance of Advisory Council recommendations by the State Department of Education.

The Advisory Council feels that its FY 1970, 1971, 1972 and 1973 Annual Evaluation Reports have been well received by the staff of the State Board for Vocational Education. However, there are a few recommendations which have not been responded to sufficiently directly or definitively to enable the Council to better assess the appropriateness and effectiveness of its evaluation efforts. In addition, the Council:

1. Has as yet not been able to determine specific factors which influenced the success or failure of the implementation of its recommendations.
2. Would appreciate receiving on a timely and continuing basis copies of research reports, evaluations, statistical data and memoranda directed to education agencies and institutions in the State dealing with the Council's mandated functions and responsibilities.

GEORGIA

The 1973 Annual Report of the Georgia Advisory Council on Vocational Education is a brief statement of its philosophy concerning career and vocational education, some generalized findings of the deficiencies of these programs throughout the state, and several recommendations.

Among the Council's findings are:

1. Only 2% of the 649,000 children in grades K–6 are in any type of career awareness program.
2. Only 9.2% of the 305,000 students in grades 7–9 will participate in some type of exploratory or prevocational course during the year.
3. Only 19.2% of the 229,900 students in grades 10–12 are enrolled in vocational education programs providing job entry skills.
4. Post-secondary and adult education vocational-technical programs are still not available to many adults, although planning is now underway to remedy this situation.

The Council's recommendations, in brief, are:

1. The State Board establish a task force to develop a comprehensive plan for implementing career education K through 12.

2. Staff development funds should be directed to provide training and retraining of all high school counselors to prepare them to deal with career guidance and counseling, and that counselor certification requirements include work exposure/experience.

3. The State Board develop, establish and fund a series of placement offices to be responsible for adequate placement services to students in jobs, colleges, vocational-technical schools, or other programs.

4. The State Board of Education should implement a comprehensive program evaluation component as part of a total management information system.

The Council took a strong stand in urging that all high school students should work in a job related to their career plan, not only for the acquisition of specific entry-level skills, but also for educational credit and personal funds. For these reasons, the Council recommended that high schools take the initiative for placing students in entry-level jobs, following-up school leavers, and establishing operational relationships with employers.

GUAM

The 1973 Annual Evaluation Report of the Guam Territorial Advisory Council for Vocational, Technical and Adult Education exhibits a high degree of philosophical educational sophistication coupled with a very practical understanding of the vocational-technical education needs of the people of Guam. Thus, it was quite disappointing to find that the recommendations of the Council were frustrated in implementation by the fact that the Governor vetoed the legislature's budget. This estopped submission of the Territorial Plan for Vocational Education for approval. Since the Territorial Board of Control for Vocational Education must have local funds for matching federal funds for vocational education, little or no expansion of vocational-technical education programs is anticipated in 1974.

The Council found the Territorial Plan for Vocational Education valid in its goals, objectives and basic assumptions. Much of its Annual Report was devoted to an exposition of the need for a community college in Guam, and the occupational curriculum which should be offered.

It is interesting to note that for the school year, only 20 students were estimated to be enrolled in gainful post-secondary vocational education at the secondary level, the total estimate was 698. This is 166 less than in 1972.

HAWAII

The 1973 Annual Report of the Hawaii Advisory Council on Vocational and Technical Education devotes much of its discussion and recommendations to needed changes in the State Department of Education's administrative structure, staffing, funding, and cooperative relationships concerning vocational-technical education. The Council contends, and is supported by a May, 1973 evaluation study by staff of Region IX, U.S. Office of Education, that the office of the State Director of Vocational-Technical Education is grossly understaffed, particularly lacking adequate professional staff.

Lack of availability and accessibility of vocational education in the community colleges as to many individuals is a growing concern of the Council in that not enough variety of program offerings are available. This same concern is expressed in that it will be 1980 before present plans will be implemented, assuming full funding.

Lack of adequate reliable data for planning purposes, and vague definitions of community college autonomy, are inhibiting factors to effective planning, articulation and coordination of vocational-technical education.

A number of specific recommendations were made concerning counseling and guidance. Among the more seminal ones are:

1. Certification requirements for all educational personnel should include vocational guidance training and all present teachers and counselors with no such training should be required to participate in such an in-service training program.

2. The State Board for Vocational Education should encourage the further development of communication between business, industry and labor and the vocational teacher and counselor.

The Council became involved in the problem of veterans being approved by Veterans Administration for attendance in vocational programs. The V.A. regulations concerning full-time attendance have been interpreted as preventing attendance at community colleges offering flexible scheduling. The Council recommends that meetings be held to clarify and resolve this problem.

The Council strongly urges the community colleges to develop arrangements with secondary schools to permit early admission of high school students to vocational-technical programs. Such a policy, on a large scale, is hindered by the fact that the community colleges do not receive funds for the early admission student.

Other major recommendations dealt with:

1. Expansion in the number and support of vocational youth organizations.
2. Development of a reimbursement system whereby state funds will be used for vocational education until committed federal funds are released, which would be used in part to reimburse the state.

IDAHO

Despite the fact that geographic barriers and population sparsity in areas of Idaho indicate the impossibility of making vocational education readily available to all people, the effort is being made. School districts are combining funds and expertise, and some larger schools are building or leasing facilities for expanding occupational offerings. Each year sees a slow but steady growth in enrollments. State support of vocational education has also steadily grown, while federal support has remained static over the last six years.

Career education

The Council is concerned with the continuing confusion of misinterpretation of vocational education vis-a-vis career education, and endorses the guide for career education, "A Comprehensive Educational Program for the State of Idaho" prepared jointly by the State Department and the State Department of Vocational Education.

Job placement

The Council has been advised by the directors of the area vocational schools that informal job placement activities of instructors and administrators are serving to place all well-trained, properly motivated students. The same is true for students in the secondary schools, particularly those in cooperative education programs.

Relevance of vocational education to student and employer needs

Follow-up data on high school leavers and graduates is quite limited, but each of the area vocational schools is working toward improving its follow-up system. These latter schools are also moving in the direction of open-entry, open-end programs. The Council recommended that special attention be given to determining student abilities at time of entry and that training be individualized. The Council also suggested that recognition be given to the value of programs operated by other agencies.

State plan and goals

The State Plan goals and priorities were appropriate and based on the needs of the population to be served. Available data indicate the Department of Vocatioinal Education met or exceeded the goals in most areas.

Relationship of vocational education to the State Department

The Council recommends that any reorganization plan for education in Idaho insure that all education be the responsibility of the State Board, and that the State Department of Vocational Education report directly to the Board.

Funding

The Council re-emphasizes its previous year's recommendation that the State Board continue its effort to secure full funding of the Department of Vocational Education, and also aggressively pursue surplus funds available to the 1974 legislature to construct additional vocational education facilities.

ILLINOIS

The 1973 Annual Evaluation Report of the Illinois Advisory Council on Vocational Education opens with a list of questions concerning a number of "sacred cows" of the educational system of our nation, e.g., "What is so sacred about 'required' subjects and hours necessary for a secondary school diploma?" The Council has been listening for answers to such questions, intimating that the answers could lead to needed major changes in public education. Interestingly enough, a number of states have raised these same questions, and are finding answers which are bringing about fundamental changes.

Following are some of the major findings and observations reported by the Council:

1. While the present funding formula by the State for vocational education programs at the local level has a number of inequities, any new formula must have striking advantages to be worth its implementation cost.

2. There is need for a total manpower planning system which would fold local and regional one- and five-year plans into the State's one- and five-year plans for vocational education and manpower development. Currently into the State office are over 650 separate local district plans.

3. Programs in the secondary level area vocational centers are still too heavily concentrated on traditional occupations despite growing manpower demands in health and public service occupations. Of the $2,354,870 reimbursed to these centers in 1973, 44% went for industry-oriented programs, 12½% for health occupations and 10½% for public service occupations. The first area center was approved in 1965; at present there are 24 such centers. Yet today there is no statewide plan for area center development based on either individual or occupational needs.

4. In terms of labor market manpower needs projections vis-a-vis vocational education output, the schools turned out over 2½ times as many office occupations personnel as the labor market needed. On the other hand, the agricultural occupation output ⅓ below the estimated needs.

5. The Council continues to object to funding of elementary school career education programs out of scarce vocational education funds, although proud of the extent to which Illinois has embraced and implemented the career education concept.

6. The Council feels that the goals of the State Plan are valid, comprehensive, appropriate and are a reasonable reflection of student needs. The indications are that many of the objectives were fully met. However, a large number of secondary schools, it is sensed, are not offering vocational programs relevant to student needs.

7. The Council finds a great of willingness by the State Board and its staff and the agencies to share information of all types, but it does not find real evidence of comprehensive state-level planning. One of the most critical deficiencies is availability of valid data for planning purposes and should be resolved in the near future by the State Board's new Management Information System.

8. Students attending post-secondary vocational institutions feel more satisfied with their programs than do secondary school students. Also, job-placement of post-secondary schools is much better than secondary schools.

Among the current recommendations of the Council, the following are considered rather innovative in terms of usual State Advisory Council reports.

1. Encourage local school districts to coordinate the delivery of adequate supportive services for general health, early identification of learning disabilities, referral assistance for sight and hearing problems, and emotional disorders.

2. Emphasis on safety practices in classrooms, shops and laboratories (and information about new state and federal laws and regulations) should be given additional attention by state staff and teacher training institutions.

3 Take affirmative action to provide female students adequate access to vocational and technical education across the state by eliminating sex bias in occupational curricula and sex stereotyping in occupational programs.

In-so-far as previous years' recommendations, the Council reported satisfactory implementation progress on 7 recommendations and unsatisfactory progress on 4.

The Council has commissioned a number of studies by private and public research organizations: all of these are listed in an appendix to the Report.

INDIANA

The 1973 Annual Report of the Indiana State Advisory Council on Vocational-Technical Education indicated a high degree of activity in promoting vocational education as an educational option, holding regional public hearings to obtain input of local community leaders in education and industry, and attempting to determine the relationship of manpower needs with vocational-technical training programs offered by public and private vocational schools.

In pointing out that there has been 89.1% growth in secondary vocational education program enrollments during the past 6 years, the Council urged that special emphasis be given to expanding vocational education opportunities for women in a wider variety of programs than currently available. Other recommendations concerning the State Board of Vocational and Technical Education were that the Board:

1. Assume the role of the 1202 Commission as described in PL 92-318.
2. Take a leadership role with regard to proposed legislation and funding for vocational education.
3. Assign staff to establish working relationships between education and industry and the community.
4. Support a program of public awareness to improve the communication to the citizenry as to the opportunities available for students in vocational education progress.

The remainder of the Report was primarily devoted to describing the various post-secondary technical programs, teacher education and in-service professional development programs offered by colleges and universities in Indiana. Also included were summary statistics dealing with regional population changes, vocational education enrollments, and funding. Of a total of $30,187,565 spent on vocational education in Indiana, 66.1% is provided by local communities, 27.1% by the federal government, and 6.8% by the State.

IOWA

The 1973 Annual Report from the Iowa Career Education Advisory Council is devoted to a review of pre and in-service teacher preparation activities directed toward implementing the career education concept. Recommendations of the Council are:

1. A definition for the term Career Education be developed by June, 1974 for the State Department of Education by a broadly based group of knowledgeable persons representing all levels of education, business, industry, the legislature and the general public.
2. A plan to be developed by June, 1974 to coordinate the efforts of all universities and colleges in the state to infuse the career education concept in all undergraduate and graduate school teacher and administrator preparation programs.
3. All curriculum guides now under process of revision (or to be revised in the future) and scheduled for release by June, 1975, include the career education concept.
4. A working state coordinating committee be activated by June, 1974 to develop a plan which will encourage universal implementation of the career education concept in all schools in the state, including elementary, secondary, and area schools, and the public and private universities and colleges.

The remainder of the Council's report consisted of a review of the status of its 1972 recommendations to the legislature and the State Board.

KANSAS

The Kansas State Advisory Council for Vocational Education, in its 1973 Annual Repart, found that the goals, objectives and priorities of the State Plan for Vocational Education were:

1. Valid in terms of student needs but were only indirectly related to employment needs and could not be evaluated in terms of these needs;
2. Of such general nature in terms of specific population groups did not permit an evaluation of how comprehensive the goals might be in terms of these groups;
3. Related to other manpower development agency programs in a variety of ways;
4. Not amenable for analysis as to implementation except for specific activities listed under each goal, e.g.,

State plan goal.—Increase the number of elementary schools in the state offering World of Work programs as part of their curricula by 10% in F.Y. 1973.

Council evaluation.—There are approximately 2,500 elementary schools in Kansas. The 10% projected increase in elementary schools offering World of Work programs was 195. This is short of the projected increase of 250 but still represents a substantial increase.

However, not all the activities listed under each goal were stated in measurable terms, e.g.,

State plan goal.—Develop summer programs for disadvantaged students.

Council evaluation.—There were no summer programs for disadvantaged students in F.Y. 1973.

Other major findings were:

1. The manpower planning system K-MUST (Kansas Manpower Utilization System for Training) appears adequate for planning of vocational education.
2. The computerized student accounting system which will be expanded to include all area vocational-technical schools, community colleges and unified school districts should make it possible to compare school output of vocationally trained students with manpower needs.
3. Coordination and articulation of instructional programs as well as cooperation among educational institutions at various levels is improving, but is still a problem.
4. The State reimbursement policy which requires post-secondary institutions to maintain a level of 75% placement of vocational graduates, and 50% of secondary institution vocational graduates, has forced the schools to assume responsibility for the placement of their graduates.

Following are several of the major recommendations made by the Council:

1. The Division of Vocational Education should restudy its procedures for developing goals and objectives for the State Plan.
2. The State Board should consider lifting its moratorium on the establishment of new vocational education programs.
3. The State Board should initiate a study of staff requirements in the Division of Vocational Education in light of the fact there has been no increase in staff for the past eight years.

KENTUCKY

The 1973 Annual Evaluation Report of the Kentucky Advisory Council for Vocational Education and Manpower Development and Training contends that while vocational education programs are directed toward meeting the needs of people, the problems are brought about by not being able to reach all those who ask for and need vocational education.

In Kentucky, vocational education is geared for the most part to secondary school students (60% of enrollment). Adults account for 33% of enrollments, and post-secondary vocational programs has never risen above 8% in the last 10 years. In FY 73, this figure dropped to 6%. The Council urged strong measures to provide for expansion of enrollments at the post-secondary level.

Convinced that improvement and expansion of vocational education in Kentucky will depend upon greater utilization of community resources by vocational educators, the Council's 3 recommendations in its Report dealt almost entirely with this matter, as follows:

1. Advisory committees should be required for each school offering vocational education programs; that annual and five-year projected plans submitted by the schools to the State Department contain a list of committee members and how the committee has been and will be utilized; and that continuous in-service training programs be provided the committees in order to enable them to function effectively.
2. The State Department should provide funds to permit at least one vocational teacher in each vocational region of the state in a wide range of occupational fields to engage in an industry exchange program.
3. Cooperative education students at the secondary and post-secondary levels be increased by as much as 50% during 1974.

LOUISIANA

The 1973 Annual Evaluation Report of the Louisiana State Advisory Council for Vocational and Technical Education recognizes the lack of adequate planning staff in the Bureau of Vocational Education as a major factor in any critique of the State Plan, as follows:

> "Of major import to an objective and constructive response to this evaluation report is the observation that in the early calendar year 1972 time frame for preparation of the fiscal year 1973 state plan, the staff of the Vocational Education Bureau of the State Department of Education consisted of only one person."

In addition, the Council reports that Louisiana has made less effort than most states in providing matching funds to federal educational monies, ranking next to last among the 50 states.

The year 1973, however, should be regarded as a turnaround year in the history of vocational-technical education in Louisiana. "Rather than vocational education being the 'stepchild' it rose to the forefront of priorities for education. Career education was also given a boost, with $8 million appropriated to implement this concept statewide. Louisiana is believed to be the first state to initiate revision of curricula and retraining of teachers statewide along the career education concept."

One of the 1973 legislative acts affecting vocational education provides that the State Board of Education may appoint advisory councils—equally representative of employer, employee, educational, public, and ethnic minority groups for each post-secondary vocational-technical school. "There was no previous state requirement for schools to have advisory councils, and many did not."

After reviewing the status of its 1971 and 1972 recommendations, the Council's 1973 major recommendations are concerned with:

1. Providing adequate planning staff in the Bureau of Vocational Education to develop comprehensive, clear and concise state plans for vocational education in measurable evaluative terms and utilizing electronic data processing procedures and equipment for an all-inclusive management information system.
2. Developing an all-inclusive centralized follow-up system on students previously enrolled in vocational programs.
3. Vocational programs at state correctional institutions be consolidated under a single coordinator at the State Department of Education level.
4. Providing an adequate number of vocational guidance counselors at the elementary, secondary and post-secondary school levels.

MAINE

Starting with a general review of the Council's activities, the 1973 Annual Report of the Maine Advisory Council on Vocational Education devoted its next section to a discussion of vocational education at the national level. Pointing out that while American education had started in the 1960's with optimism and confidence in its ability to meet the challenge of the decade, this attitude had changed to skepticism and disillusionment by 1970. Vocational education, however, not only survived, but is currently enjoying a boom in terms of public interest and financial support. While this heightened interest is gratifying, it is also sobering because the public may come to expect more from vocational education than it can deliver! Thus, vocational education must make certain that the expectations are realistic. The Maine Advisory Council considers its public information activities—advocacy of expanding vocational education opportunities and development of an informed public through utilization of lay boards and advisory groups—as crucial. Particularly so in understanding the variety of critics and criticisms of vocational education—some well-founded; others self-serving.

Nevertheless, as the Council report states, ". . . though we can disagree with the conclusions (of the critics), we cannot ignore the questions . . . The target doesn't disappear when the marksman misses." Several of the major questions which were raised are:

How is vocational education to be held accountable to the State?

How do we justify the obvious inefficiencies in our use of resources for vocational education? In the development of new resources?

What are the valid measures of success for our public system of vocational education?

What are the rigidities and inflexibilities in our present system that may limit or hamper the needed growth of vocational education?

As an example of an unsatisfactory response to pressures in vocational education is the growth of "credentialism" defined as formal paper requirements, usually set in terms of education, which are unrelated to any visible requirements of a program or job. Since vocational education demonstrates its value not by paper but performance on the job, it would be a tragedy if vocational education programs were to become concerned with meeting credentialing requirements rather than the relevance of the work to be performed by the students upon completed of their training programs. There is a real danger that this situation can occur for students, teachers and institutions.

Another unsatisfactory response is the establishment of additional centers for vocational education without providing additional programs of education and training, or additional available hours for students who cannot meet the regular scheduled hours during which programs are offered.

Without flexibility in program offerings and scheduling of programs, students who desire, need and could benefit from vocational education will continue to be excluded.

A third type of unsatisfactory response is for vocational educators—in their attempts to prevent vocational education from becoming a "dumping ground"—to insist on enrolling only those students who are "highly motivated." The Council pointed out that, "In a year in which the people of Maine have committed themselves to extending vocational education opportunities to 97% of the secondary school population in the state, the possibility that the programs may exclude all but the 'highly motivated' seems unworthy of this commitment."

As a group of concerned non-professionals, the Advisory Council urged the professional vocational educators to address themselves to questions being asked about vocational education by the general public rather than further refining professional positions with other professional educators at this moment in time. As important as are the relationships with other educational professionals, the Council feels that the people of Maine need to know how to reasonably judge the success of vocational programs. If their expectations are unreasonable, they will become dissatisfied, disillusioned and will not support vocational education. The type of questions suggested by the Council have already been indicated. Additional questions, such as the following, also need answers:

1. How significant should job placement be as an immediate measure of success?
2. What should be the extent of the opinions of students and employers in shaping vocational education?
3. Are using enrollments a sufficient justification of vocational education?
4. Are there different measures of success for secondary, post-secondary and adult education?
5. How can the impact of vocational education on the economic development of the state be measured?

That "the professional leadership in vocational education at every level should begin a public discussion with laymen about the reasonable measures of effectiveness for Maine" was the first recommendation of the Council's report, is not surprising in view of the above discussions. Other recommendations dealt with experimentation in extending the use of vocational education facilities, advanced placement, increasing enrollments and other ways for creating a more flexible system.

MARYLAND

While Maryland's vocational education system continues its expansionist trend, some measure of the distance left to travel, the fact is that it serves only 30% of the students in grades 7–12 according to the 1973 Annual Report of the Maryand Advisory Council on Vocational-Technical Education.

Among other findings contained in the Report are:

1. Students preparing for professional jobs represent 43% of enrollment, whereas professional jobs represent only 16% of the workforce.
2. Students preparing for skilled and middle manpower jobs represent 34% of the enrollment, whereas these jobs represent 79% of the workforce.
3. Students not prepared for jobs represent 23% of enrollment, while unskilled workers represent only 5% of the workforce.

The implications of these statistics are fairly obvious:

1. A disproportionate amount of educational resources are invested in the preparation of youth for professional jobs as compared to the demand.

2. The resources of our schools are not being utilized in keeping with the needs of modern society.

3. School advisement services and utilization of resources need basic alteration and redirection.

In analyzing the State Plan, it was found that the stated overall objectives were all exceeded in 1973. However, for certain specific programs and target groups there was wide variation between planned enrollment objectives and actual achievement. The variation appears to stem from an inaccurate planning base on which to make realistic projections of enrollment.

In reporting action taken by the State Board on previous years' recommendations, the Council indicated the current status, progress or lack of progress, and where considered pertinent, reiteration of the recommendation.

Current major recommendations of the Council, briefly stated, are:

1. When receipt of federal funds is delayed, local educational agencies should be provided their allotments and then reimburse the State upon receipt of the federal monies.

2. The State Board should require each local school system to establish and maintain an active advisory council, and to provide funds for the council's operation.

3. The State Board should establish optimal student-teacher ratios for each type of vocational-technical program and require adherence by local educational agencies.

4. A more comprehensive reporting system which includes all adult vocational enrollments should be developed by the State Board; also the Board should prepare and distribute a document which relates job titles and educational programs in terms of the DOT, SICC, USOE vocational program titles and vocational cluster titles.

5. The State Board should appoint a task force to investigate the potential of utilizing proprietary schools to provide vocational training for public school students where such training is not otherwise available.

6. The State Board should establish certification requirements for para-professionals in the field of vocational guidance and a minimum level of in-service training in career guidance for guidance counselors.

MASSACHUSETTS

The Massachusetts Advisory Council on Vocational Technical Education's 1973 Annual Report is a reasonable, stimulating and up-to-date critique of most of the major problems and issues of vocational education. This report might well be used as an assessment for the nation. The central focus of this report is its evaluation of the total manpower delivery system of Massachusetts in terms of both the people being educated (and trained) as well as the employer. Included in this focus is the intent, process, and results which relate to that focus.

While the Council applauds the substantial progress made since the mid-sixties in both improving the quality of occupational education and making such programs available to more people, the Council also finds access to occupational education programs is still too limited. The Council also commends the increase in financial and human resources allocated to vocational education in the state, but the fact remains that the allocations have been made with no assessment of cost-effectiveness.

> "A central question raised by the study's findings and conclusions is whether improvements in the present delivery system require *only* more public support, money, time and patience. *The Council concludes that what is really needed, and needed soon, are different things done in different ways; and this requires some fundamental changes in the institution termed occupational education.* (emphasis added)

The State Department of Education in a June 1973 report dealing with its plan to direct its resources in 1974 for improving and expanding vocational education received strong commendation from the Council. The Council cautions, however, that until measures relating to cost-effectiveness and impact become a part of the planning and budget system, there is no guarantee that priorities are reflected either in that system, or that results will reflect intent.

The State Plan implies a continuation of a major program to expand the reigonal vocational school system, a program involving some $250 million or more. The Council found that insufficient data exists today upon which to make long-range commitments to any one delivery system. The Council suggests a deeper look at alternative models—particularly a consideration of transforming the area schools into resource centers.

The Council finds that the considerable resources represented by the private school sector are largely being neglected by the state and local communities in their efforts to plan for the future. Furthermore, the private schools are required to meet certain standards *without* being afforded protection against unfair competition from public programs which may, in fact, be less cost-effective than the private ones.

Adequate delivery of services to the handicapped seems to be inhibited by a lack of mechanisms for effectively identifying the handicapped population, and by poor communications among agencies serving the handicapped.

Vocational programs appear to be reasonably well related to industrial needs, although deeper analysis indicates an insufficient knowledge of real labor needs as voiced by industry. Furthermore, much of the so-called successful record of job placement is more attributable, the Council believes, to industry demands for manpower which exceeds the current modest output of the vocational education system.

At present, there appears to be an inadequate level of communication between the community colleges and other institutions offering secondary and post-secondary occupational programs. It also appears that a communication problem of major proportions exists among and between vocational schools, feeder schools, and the local administrative and policy-making levels.

MICHIGAN

Among the five recommendations contained in the 1973 Annual Evaluation Report of the Michigan State Advisory Council for Vocational Education, the following two are of particular interest:

1. Apprenticeship-related classroom instruction, recruitment, counseling, and training should be expanded and improved in close coordination with apprentice program sponsors.
2. In order for the Council to develop on effective relationship with elected officials and those who influence legislation, the State Department of Education should forward to the Council, for informational purposes, bills which have been drafted for legislative action.

The Council conducted an important and successful Conference on Federal Revenue Sharing which provided "a much-needed common ground for mayors, superintendents, vocational directors and others who attended."

The Council is undertaking the preparation and release of eight television spots and eight radio tapes to help improve the "image" of vocational education.

Reaffirming its continuing interest and concern in all its previous years' recommendations, the Council stressed as "new directions," continued progress by the State Department of Education in the implementation of:

1. Career education.
2. Vocational education performance objectives.
3. Local vocational advisory councils.

As an appendix to its report, the Council included an analysis of a questionnaire completed by 175 persons who attended the Council's public meetings. A review of these findings indicates a number of topics which need further interpretation and additional communication by local and state authorities.

MICRONESIA (TRUST TERRITORY)

The 1973 Annual Evaluation Report of the Trust Territory of the Pacific Islands Advisory Council on Vocational Education is devoted to a description and self-critique of the Council's activities vis-a-vis vocational education problems and needs of the Trust Territory. In addition to its responsibilities towards vocational education, the Council is also known as the Trust Territory Manpower Advisory Council.

The main activities of the Council were described as follows:

1. To make a manpower survey which would include a skills inventory for Micronesia and an analysis of the manpower requirements for the future.
2. To emphasize the development of vocational programs for:
   (*a*) Clerks, typists, and secretaries.
   (*b*) Business management.

3. To encourage the development of career-oriented curricula.

4. To strengthen the vocational teacher training programs for Micronesia.

5. To conduct a follow-up study of those trainees who have completed vocational programs.

The Council reported progress in each of these activities, with completion of the two studies scheduled for next year. Operation of the Council has been facilitated with the appointment of a full-time administrative officer.

MINNESOTA

The Minnesota State Advisory Council on Vocational Education, as well as the State Board of Education, are convinced that using the State Plan as the basis for conducting an evaluation of vocational-technical education in the state is not feasible.

> ". . . the Plan information is inadequate for an accurate judgment in regard to the goals and priorities established within the Plan. The Plan is also totally inadequate in communicating the accomplishments of vocational-technical services to the state."

It is the Council's position that vocational education cannot be surveyed in isolation. Thus it is that its 1973 report is concerned with defining the role of education, establishing the purposes of education, and relating these purposes to allocation of resources. Several ingenious analogies are offered to indicate how resource allocation and cost-benefit can be utilized to determine program offerings. Most importantly, the Council calls for program offerings to be based on direct responsiveness to the needs of the people of the state as determined by needs assessment studies and utilization of local advisory committees.

A major recommendation of the Council is that the state's administrative structure for all of education be consolidated. Instead of four Boards and a Commission, the state should establish a single Minnesota Council on Educational Services responsible for the total educational system of the state.

With specific reference to vocational education problems and needs, the Council notes that the needs cited in 1970 continue to exist. In its 1973 Report, a number of issues are identified, with appropriate recommendations for their resolution. Some of these needs are:

1. Need to increase public awareness of the priorities and bases for resource allocation in vocational education.

2. Need for the governor and legislature to restore funds cut from vocational education.

3. Need for utilizing facilities and resources for vocational education in the community before building new schools.

4. Need for developing new criteria for determining whether a program is to be discontinued other than the job placement record.

5. Need for more practical methods of assuring equal opportunity for all students regardless of race, national origin, or sex.

6. Need for the State Board of Education to make more effective use of the State Advisory Council on Vocational Education.

MISSISSIPPI

The Mississippi State Advisory Council on Vocational Education, in its 1973 Annual Report contains summaries of the evaluation study made by the Council of 15 secondary school districts and 5 post-secondary school districts. Each of the school districts was visited by a committee composed of representatives of the State Council, the RCU, teacher educators, and the State Department's vocational education staff. Each visit amounted to two and one-half days. The broad areas of consideration were administration, curriculum, relationships with the local economy, students and teachers.

With respect to relationships with the local economy, it was found that for the secondary schools, ten school districts (⅔) were doing average or above average in getting representatives from business and industry to participate in program or curricular development, and the other 5 (⅓) were rated below average. At the post-secondary level, it was found that 1 school (⅕) was doing an excellent job of initiating and maintaining liaison with business and industry, 2 schools (⅖) rated above average, 1 school (⅕) average, and 1 school (⅕) below average. However, only 2 schools rated average or above in making use of general advisory and craft committees.

These findings led to a recommendation to the State Department that consideration be given to initiating and developing a format and procedure to be given to local directors of secondary and post-secondary programs that would encourage them to utilize the services of their craft and advisory committees on an active and consistent basis.

Other major recommendations dealt with:

1. Consideration be given to a public relations program for those school districts with vocational-technical regional complexes.
2. Continuing emphasis be given to remedial instruction for vocational students by specialists in language, art and mathematics.
3. Providing occupational orientation to all middle grade students.
4. Vocational education has not as yet taken a leadership role in guaranteeing between secondary and post-secondary programs.
5. Handbooks on policy and procedures for State Department and local school officials concerning vocational and technical education be developed.

In its report, the Council found that:

1. Vocational education enrollments had increased from 102,564 in 1968 to 127,599 in 1973.
2. Programs and funds for the disadvantaged and handicapped have increased substantially.
3. While sufficient manpower data is available for planning purposes, the accuracy of the data is still questionable.
4. Vocational education has not as yet taken a leadership role in guaranteeing job placement of its graduates.
5. Vocational education opportunities seem to be easily accessible to every man, woman, boy and girl in the state.
6. More and more schools are rapidly becoming involved in offering career education.

MISSOURI

The 1973 Annual Report of the Missouri Advisory Council on Vocational Education is a concise, clear report of its findings, conclusions and recommendations on specific factors. Most interestingly, for each stated factor (objective) evaluated, the Report includes a statement of methodology and resources (studies, reports, etc.) utilized. The Report also includes statements of progress in implementing previous years' recommendations by the State Department of Education, current status of the recommendations, and a restatement or revision of the original recommendation as may be necessary. With little reference to any statistics, the Report provides a comprehensive overview of the problems, issues and needs of vocational-technical education throughout the state. For this reason, a brief summary of the major recommendations, as well as status of earlier recommendations, follows.

1. Each local educational agency applying for funding for a vocational program provide justification data, including a needs assessment survey, identical to and in the same format as that used by the State Department in justifying funding for new programs.
2. Teacher certification at the elementary level require completion of at least one course which stresses the basic philosophy, concepts and methodology of career and economic education.
3. Recommendations made by the State Department as the result of periodic evaluations of local educational agencies must be implemented by the agency within one year under penalty of a loss of funds.
4. The concept of year-round school combined with use of individualized instruction based on packaged units of instructional material should be promoted by the State Department in order to better utilize vocational education facilities in terms of handling more students more adequately.
5. The State Department of Education should initiate a study immediately to develop a financial reporting system which would provide information on vocational program costs on a unit basis.
6. Junior colleges should be encouraged not to duplicate existing occupational education programs being offered by area vocational schools and local educational agencies in the geographical area served by the college.
7. Mandatory licensure of proprietary schools, recommended in 1971 by the Council and supported by the State Department, was submitted for legislative

action in 1973. Passed by the House, but not by the Senate, the Council will support the State Department of Education in resubmitting legislation in 1974.

8. The State Department of Education continues to honor the Council's 1972 recommendation that no additional area vocational schools be designated until certain studies have been completed.

MONTANA

In assessing the State Plan for 1973, the Montana Advisory Council for Vocational Education pointed out in its 1973 Evaluation Report that overall, the goals, objectives and activities are those which will assist the state in providing an improved vocational education system for Montana. However, the State Plan placed little or no emphasis on goals aimed at a number of areas considered important by the Council, e.g.:

1. Placement of graduates.
2. Cooperation with private schools.
3. Drop-out prevention and re-entry of drop-outs.
4. Local advisory committees.
5. No mention of the Indian, the only real minority group in the state.

The Council also called for more emphasis in the post-secondary, adult, disadvantaged, handicapped and non-public school areas. There also appears to be a need for new directions at the secondary school level where consumer, homemaking and auto mechanics account for 51% of student enrollment.

The Council's report included a detailed discussion of the problems involved in attempting to match vocational program output with manpower needs: Of particular interest were insights provided as to the meaningfulness of some of these statistics. For example, in pointing out that while the Employment Security Division projected 1480 job openings in agriculture and that agriculture program graduates numbered only 923, the Council is not prepared to recommend that the schools increase their output because farmers are unwilling to increase the relatively low wages for trained farm hands.

The Council recommended that vocational education concentrate on occupational cluster training rather than specific job training in order to provide students with more options.

The Council reported that post-secondary institutions are generally doing a commendable job of providing job placement for their students, but that secondary schools do not seem to have grasped this responsibility as part of their role.

In its comments on the State Plan for FY 1974, the Council characterized it simply as a compliance document for obtaining federal funds rather than a planning document for vocational education in Montana. The Council suggested basic elements of a planning document, e.g.:

1. If a goal is included in a State Plan, then it should be properly funded to assure its implementation; otherwise the goal should not be included.
2. It should be comprehensive in that it takes into account the needs of all individuals requiring vocational education at all levels.
3. It should be articulated from the lowest grade level through the post-secondary level.

NEBRASKA

The 1973 Annual Evaluation Report of the Nebraska Advisory Council on Vocational Education reported as one of its major concerns lack of state legislature commitment to vocational education. This [illegible] evidence by the fact that state funding was only 3% of the total costs involved, and 49th nationally in the amount of state resources allocated to secondary vocational education. (This ranking is taken from Operation Baseline reports.) This lack of financial support impacts negatively on staffing of the Division of Vocational Education, the quality of leadership possible from the State Department of Education, and ultimately on the quality of vocational education programs.

Articulation and coordination of institutional vocational programs, at all levels, as well as with other agency manpower development programs, plus the involvement of business and industry through the use of advisory committees were rated by the Council as among the top priority activities to be undertaken by the State Department of Education.

Using Operation Baseline data, the Council found that Nebraska ranks 10th nationally in the percentage of rural students enrolled in vocational programs;

25th in percentage of urban students; 15th in postsecondary and 18th in secondary enrollments. In other comparisons concerning enrollment, Nebraska rated above the national averages, including percentage of Negro enrollments and handicapped student enrollments. Despite this commendatory record, the Council urged further expansion in vocational education program opportunities for students in urban centers, minority groups and the disadvantaged.

The Council's report made a number of recommendations dealing with curriculum development for vocational education.

On the matter of relationships with the Nebraska legislature, the Council's executive director has registered as a lobbyist for vocational education. The Council recommended that the State Board for Vocational Education should employ a full-time registered lobbyist on its staff.

Establishment of vocational program advisory committees for the seven postsecondary school areas was strongly urged by the Council. Among the responsibilities of these advisory committees would be maintaining a communication linkage with the State Advisory Council, the State and Regional Labor Offices, and the State Manpower Planning Office.

Implementing the Career Education concept in all the schools throughout the State was urged by the Council in recommending that the State Department of Education:

1. Assign personnel to assist local school systems in this matter.
2. Conduct workshops and seminars to help teachers implement the concept.
3. Teacher training institutions include career education concepts and practices in course offerings to prospective teachers.

The Council called for an entirely new approach for supporting vocational youth organizations, enlarging student membership, and involvement of all teachers and school administrators in the clubs.

During 1973, the Legislature considered transferring MDTA, and Defense Training, Volunteer Fire and Safety Training, and Emergency Medical Technician Training from the Division of Vocational Education to other agencies. The Council recommended that this transfer not be made.

The Council expressed general satisfaction with progress the State Department of Education was making in implementing previous years' Council recommendations. Only in one area—a shortage of properly prepared vocational teachers—called for reaffirmation by the Council of its 1972 recommendations for improvement.

The Nebraska Advisory Council took the occasion of its 1973 Report to strongly affirm its opposition to consolidation of programs and funds for vocational education and to support the present system of categorical funding.

It is interesting to note that the Nebraska Council has decided not to seek state funds for its operations because "the fact that the Council is not dependent upon state funds also assures greater freedom to recommend more support for vocational education by the state legislature . . ."

The Council's report was devoted primarily to answering a series of questions submitted by the National Advisory Council on Vocational Education in preparation for Congressional hearings.

There is very limited use of private vocational training institutions by the State Board for Vocational Education. To date there are no data available on the extent of private usage by the State Board.

The Council reports an extremely satisfactory relationship in terms of both coordination and availability of data with both the Employment Service and the Economic Development Agency.

> "The Council found that while definitions of handicapped and disadvantaged are adequate, there was difficulty in achieving a uniform understanding at the local level among all participating. However, this wasn't the main problem. There seemed to be a reluctance on the part of some local educational agencies (LEAs) to do anything for these people. A high percentage of schools are still not participating."

NEVADA

The 1973 Annual Evaluation Report of the Nevada Advisory Council for Manpower Training and Career Education contains a description and rationale for the evaluation model developed and utilized by the Council in working with local schools and school systems. One of the basic tenets of this model is that evaluation is most effective when it builds upon and involves the people directly affected, i.e., self-evaluation. Built into the self-evaluation strategy is self-implementation of agreed upon recommendations for change.

The Council reviewed the status of vocational education objectives as stated in the *Nevada Plan for Career Education for the 1973 Fiscal Year*, The Council's report lists those objectives attained, partially attained, and not yet attained. In all, 54 objectives were listed, with 40 considered "attained."

A review of the status of the Council's major recommendations to the State Board revealed:

1. Career Education has become a high priority item within the State Department of Education.
2. The State Department of Education has held several Career Education Seminars for local school officials.
3. The State Department of Education has established an Articulation Committee in an effort to implement the Council's recommendations concerning increased articulation and coordination of programs in order to eliminate duplication.
4. The Employment Security Division has loaned a Manpower Economist to the State Department of Education to assist in planning priorities for vocational priorities at the state level.
5. The University of Nevada, Reno, has established a Career/Vocational Teacher Education program.

Major current recommendations of the Council are:

1. The Nevada legislature appropriated $2 million annually to support career, vocational, technical and adult education throughout the state.
2. A study be made to identify all sources of vocational and career education funds and their distribution so that federal revenue sharing funds be appropriately utilized for such educational programs.
3. Vocational education agencies determine program outcomes and initiate planning efforts to develop measurable goals and objectives.
4. A student follow-up and placement programs be initiated.
5. The State Department more actively involve the Council; local school officials; private school, college and university officials; business, industry and the public in the preparation of the State Plan.

NEW HAMPSHIRE

The 1973 Annual Report of the New Hampshire Advisory Council for Vocational and Technical Education offers three interesting insights into how State Councils can function to the benefit of vocational education as follows:

1. The Coucil prepared and distributed 150,000 brochures throughout the State appealing to citizens to support pending State legislation for the establishment of 20 secondary vocational education centers. The Act was passed, with an initial appropriation of $3.5 million. The Council, the State Department of Education and the Business and Industry Association of New Hampshire joined together in this promotional effort.
2. As a result of Council efforts, the Business and Industry Association of New Hampshire reactivated its Subcommittee on Education in active support of vocational-technical education.
3. Carryover of federal funds from one year to the next by the State Depart-such a good job in preparing individuals for health-care occupations that there is a strong possibility there will soon be a surplus of trained people in this field in New Hampshire and surrounding states. The Council recommended therefore, tht requests for establishment of new or expansion of current health-care education programs be carefully studied.

Among other major recommendations of the Council are the following:

1. Local advisory and craft committees, especially on the post-secondary level, should become more involved in the problems of their particular area with regard to job opportunities available to students completing school.
2. Federal funds for vocational education should be provided at least one year in advance or a new system be developed whereby planning could become a realistic endeavor.
3. Carryover of federal funds from one year to the next by the State Department of Education, which was almost 50% of the total federal funds for 1972, should never exceed 10-15% of the original allocation.
4. The State Plan should move from a "compliance document" to a planing program by incorporating the concept of Management by Objectives.

5. Each vocational education center be staffed with a least one vocational guidance counselor and a viable placement service should be established and maintained.

6. The preparation of vocational guidance counselors should include a hands-on occupational exposure.

Two interesting statements were contained in the Council's letter of transmittal, to wit:

> "Although this Report evaluates the past year's programs, in reality it is the culmination of a five year Council effort to place vocational training into the mainstream of the educational process thereby providing the occupational preparation necessary to fulfill the requirements of our society, which are predicated on the ability to work."

and

> "The Council still contends that the concept of training all our students for worthwhile occupations in the job-oriented society is a viable one, but that a mere exposure to a vocation cannot be constructed as a replacement for a proficient vocational education."

NEW JERSEY

Careful reading of the New Jersey State Advisory Council report provides an adequately comprehensive picture of vocational-technical education problems, needs, issues and progress for the knowledgeable and interested citizen. Several summaries of detailed studies are excellent. Of particular interest is the Council's statement of continuing interest and follow-up of seven topics reported on in previous years, its insistence on positive action by the State Department on previous years' recommendations, and its description of planned 1974 evaluation projects. These projects are:

1. To determine the extent to which guidance and counseling has related to occupational training and development of secondary students.
2. To determine the extent to which occupational coordinating councils are performing within each county to implement vocational education on an equitable basis throughout the counties they serve.
3. To determine the extent to which the community colleges, the area vocational technical schools and the private profit vocational schools are successful in preparing students for occupational carreers and placing students in jobs for which they have been trained.
4. To determine the extent to teacher education departments are adequately preparing teachers for new directions in vocational education, new program areas, and unmet needs in vocational education.

There is an absence of any tangible plan to effect progress in the area of vocational teacher education programs by both the Division of Vocational Education and the Department of Higher Education. In the Council's opinion, the Division's cutback of almost $145,000 from the planned $1 million for teacher education was disproportionately high.

Funding

Federal funds are still being received too late in the fiscal year to permit systematic allocations by type of student, program, and area. On the other hand, total vocational education expenditures in FY 1973 ($22.8 million) remained almost the same as in FY 1972 ($22.7 million).

A pilot project to develop a model which directly involves the fiscal allocations of the state for vocational education programs, services and activities at the local school district level is making excellent progress.

The vocational educational output in health programs exceeded total estimated state demand in all health occupations. On the other hand, there were shortages between anticipated output and demand in agriculture, distribution, business and office, and trades and industry categories. The Council expressed its concern in this matter by raising the question of the possibility of confusion in the definition of "program enrollment" or in the method of counting students.

From a fiscal standpoint, the State Plan is gradually becoming a useful management tool. However, there still exists a discrepancy between Division expectation as stated in the State Plan and actual results in terms of enrollment, program, and completion numbers. The Advisory Council raises the question as to the data base for enrollments being quite different from the data base for completions.

Recommendations

Of the ten recommendations made by the Council in its 1972 report, satisfactory implementation progress appears to be taking place only on four. The remainder were reiterated as recommendations in the 1973 report.

NEW MEXICO

The New Mexico Advisory Council on Vocational-Technical Education noted, in its 1973 Annual Evaluation Report that vocational education programs were expanded considerably over last fiscal year, and substantial progress was made in implementing programs in areas of critical need. However, there were several anomalies:

1. Enrollment in cooperative programs was down by 15.2%.
2. Work study enrollments were also considerably lower than projected.
3. While enrollments of disadvantaged increased substantially over last year's projections, post-secondary enrollment was down.

The Council also noted that, "while much has been said about career education, the State failed to fund any career education programs." It was recommended that the State Plan include specific funds which schools would be required to expend for career education, and that specific career education programs be identified and implemented in grade levels K through post-secondary.

A study by the Council of four vocational education programs—agriculture, distributive, health, and office—suggests that a substantial imbalance exists between current vocational training and actual State manpower needs. The Council recommends that a thorough State-wide analysis of vocational education programs be undertaken to determine which programs should be emphasized in order to meet the State's manpower needs.

Voicing the nation-wide concerns about the need for improving vocational guidance and counseling, a major recommendation of the Council in this matter is to require all counselors to have some business or industry experience.

A comprehensive group of recommendations is made by the Council with respect to job placement of school leavers and completers. Recognizing that there are a number of agencies and organizations in the field of job placement, the Council points out that few, if any, are particularly concerned with placing young students lacking job experience. The Council recommends, therefore, that the schools accept the responsibility for developing a job placement program which will include cooperation and assistance from employment service agencies and organizations. To implement this recommendation, the Council further recommends that monies be made available so that an employment counselor be employed by each major educational and training institution in the State.

The Council also recommended that universities be allocated particular funds for vocational teacher education, and that provisions be made to involve industry in a meaningful way with in-service training of vocational education teachers.

NEW YORK

It was refreshing to find the main thrust of 1973 Annual Report recommendations of the New York State Advisory Council on Occupational Education concerned primarily with student needs for relevant occupational education. The recommendations dealt with:

1. Increasing opoprtunities for cooperative work experience.
2. Increasing elective options in both academic and vocational education programs.
3. Greater utilization of private schools.
4. Greater articulation between secondary and post-secondary programs to eliminate redundancy of courses for students.

The Council has also approved a task force report which recommended, among other items:

1. College level credit be awarded apprentices and journeymen for work experience and relevant instructional courses through the Regent's External Degree Program.
2. Utilization of union leaders by local advisory committees.

The Council also responded in detail to the recommendations of the Fleischmann Commission Report, pointing out some errors of omission in dealing with occupational education. The Council was particularly concerned that every student in the State have an opoprtunity to enroll in occupational education programs.

A sub-committee of the Evaluation Committee has been appointed to concern itself with Career Education in New York.

The State Department of Education, in conjunction with the Council, had a two-day workshop dealing with local school system advisory councils. Over 150 people attended the workshop. A complete report of the workshop is contained in the Annual Report.

The Council contracted for a study of the effectiveness of Job Placement Coordinators during 1972-73. The Council expressed dissatisfaction with the report of the study. Further action to be taken, if any, was not indicated.

As the result of a preliminary study of occupational education for handicapped students, the Council has contracted for a detailed study in 1974 by Ohio State University Center for Vocational and Technical Education.

The major thrust of the recommendations of the 1973 Report dealt with students and their educational needs.

The Advisory Council's concern about the problems of articulation between secondary and post-seconda.. schools led to a contracted study and report during 1973. The conclusions provide little hope for progress in this matter, except possibly at the local school system level dealing with a post-secondary institution within its geographic borders. Even this hope is highly problematical.

The Council views as constructive the actions taken by the State Education Department in implementing its previous year's recommendations. These dealt with the guidance and counseling function, staff and support services.

NORTH CAROLINA

The 1973 Annual Evaluation Report of the North Carolina Advisory Report on Vocational Education contains summary reports of forums on occupational education held in each of the eight educational districts in the state. The forums were designed to:

1. Look at citizen status of occupational programs.
2. Give citizens opportunity for input into planning.
3. Allow citizens to express views concerning occupational education.

The reports were organized around the following topics:

1. What did the people say?
2. What did the administrators say?
3. What did the instructors say?

A special report dealt with the vocational youth organizations. While the number of such organizations has shown steady but slow growth, the Council found that only one of five potential members belong to these organizations.

Another special report dealth with the use of advisory committees by the schools. While the findings were generally favorable they were also mixed.

Recommendations made by the Council are summarized as follows:

1. The goals and objectives of the State Plan should reflect program quality considerations as well as quantity.

2. The goals and objectives section of the State Plan be distributed to all local institutions offering occupational education at least one month prior to school opening.

3. A task force of appropriate educators be appointed to study the problems and possibilities of articulation of occupational education curricula between secondary and postsecondary institutions.

4. The State Board of Education make a major study of the occupational education needs and aspirations of grades 9-12 students.

5. A major study be made of the professional development needs.

6. The State Board of Education should strongly urge local boards of education to organize lay citizen advisory committees, and that the State Board provide an intensive in-service education program for school administrators and teachers on effective use of advisory committees.

NORTH DAKOTA

The 1973 Annual Evaluation Report of the North Dakota State Advisory Council for Vocational Education opened with a report of observations of teams of evaluators who visited 17 secondary schools, 4 post-secondary schools. The teams consisted of one consultant, one state staff member, and one or more Advisory Council members. Observations reported were highly commendatory.

Among the areas of concern which resulted in a number of recommendations by the Council for improvement were:

1. Preparation, training, motivation, certification and professional development of vocational teachers
2. Relevance of vocational programs to needs of students and employers
3. General lack of guidance and counseling for vocational occupations at the secondary level; and high ratios of students to counselors
4. Inadequate funding for research in vocational education as well as for reimbursement to local school systems for secondary level vocational education programs
5. Utilization of advisory committees for occupational and teacher education programs as required by state regulations

Evaluation by the Council of State Plan goals and priorities, and the extent to which vocational education is serving people and their needs indicated satisfactory progress is being made in most instances by the State Department of Education. Meeting the needs of the disadvantaged and handicapped, however, was quite unsatisfactory. Satisfaction was indicated with progress being made by the State Department in implementing the Council's 1972 recommendations.

The Council's report contained considerable background information and data which served as the rationale for the Council's conclusions and recommendations. Also in the Report is a summary of the objectives of the State Plan, listing outcomes sought and achieved.

In addition to recommendations made, the Council passed two resolutions, as follows:

1. that the Council recommend some form of joint approval of all post-secondary occupational programs be implemented by the State Board of Vocational Education and the State Board of Higher Education
2. that a State Supervisor of Industrial Arts be appointed.

OHIO

The Ohio Advisory Council for Vocational Education, in its 1973 report, commended the administration, the legislature, the State board and the State Department of Education, and the Division of Vocational Education for effective leadership for making it possible for 70% of Ohio's school students to have access to at least twelve different areas of vocatiinal education. This goal will be achieved when construction of currently approved building projects is approved. However, the Council pointed out that unless the legislature increases the number of new vocational education units that can be allotted to school districts for the fiscal year starting July 1, 1974, the growth of vocational education services will not be in keeping with these new facilities.

The Council also proudly stated that Ohio leads the nation in the development of career education programs with approximately 120.000 students enrolled.

Contained in the Council's report were twelve objectives of the State Plan for 1973. Among these objectives, and projected enrollments for 1978, are the following:

Objective	Percent of all students in 1978	Enrollment (fiscal year)	
		1973	1978
Career education, kindergarten to grade 6	62.9	74,345	78,825
Career education, grades 7 and 8	63.0	26,611	233,133
Career education, grades 9 and 10	62.7	22,529	247,071
Occupational work adjustment for drop-out prone youth below 16 years	35.6	6,197	25,675
Post-secondary vocational programs for persons 18 to 21	4.1	19,350	37,200
Adult workers	5.1	148,980	253,678
Residential vocational schools, youth 16 to 21		0	2,000

Of the seven recommendations made by the Council in its report, two are of particular interest:

1. The State Board of Education should provide incentives for each vocational center to establish a job placement program in cooperation with.
2. The State Board of Education should urge that all federal funds available for all types of vocational education and/or training or retraining, be channeled

through the United States Office of Education and its counterparts at state and local levels.

The Council's report contained summaries of four important studies dealing with career and vocational education in Ohio. Two studies were commissioned by the Council, and two by the State Department of Education.

OKLAHOMA

The 1973 Annual Report of the Oklahoma Advisory Council on Vocational-Technical Education opens with a highly complimentary letter concerning the work of the Council from the State Director for Vocational and Technical Education to the US Commisisoner of Education. The Council responded in kind on the section of its report dealing with the extent to which Council recommendations have received due consideration by the State Department of Education.

Major recommendations of the Council dealt with the following concerns:

1. A new state funding procedure should be developed for local school system secondary vocational programs that is based upon community and area needs—with consideration of supply-demand job factors. (Present funding is based on instructor reimbursement only.)
2. In-service training of vocational teachers should be improved to make it more meaningful and available to teachers, and that appropriate credit be given for this training as well as equivalency credit for on-the-job training.
3. There should be less rigidity in time-frames for students enrolled in vocational courses, especially in the senior year, so as to allow a better choice of options through exposure to more vocational possibilities.
4. A follow-up study of vocational program graduates and school leavers be conducted by the State Department of Education, with an offer of financial assistance by the Council.
5. Industrial arts programs, as part of Career Education be supported by funds from the legislature and local school districts.
6. Because almost 80% of the total vocational enrollment is spread over skill areas of average to marginal demand, counselors should be providing students with more orientation on employment requirements and opportunities at an earlier grade level for the high demand categories.
7. Increased and improved use of local advisory committees.
8. Amending state law to provide a depreciation fund for replacement of equipment in school vocational shops.
9. Increase the number of vocational youth clubs at the post-secondary levels.
10. The need for the Department of Education to prepare long range plans for providing vocational programs for the disadvantaged.
11. The need for the State Board to take a more active role in the letting of contracts for building area schools.

OREGON

The format of the 1973 Annual Evaluation Report of the Oregon Governor's Advisory Council for Career Education followed very closely the suggested guidelines recommended by Vocational Education as developed in cooperation with the U.S. Office of Education and the ad hoc committee of State Advisory Council's.

1. *Validity and appropriateness of State Plan goals and proiorities in terms of student need and employment opportunities?*
    (a) After going into a detailed but non-technical explation of the processes involved in establishing goals and priorities, and commending the State Department of Education for embarking on its new Career Program Planning System, the Council pointed out some potential problems with the system and recommended some preventive measures.
    (b) More of the goals should be written in measurable performance terms.
    (c) The rationale behind the selection of objectives should be more explicity stated.
2. *To what extent are vocational education opportunities available to all people at the secondary post-secondary and adult levels?*

While considerable data are available as to what is happening or will be happening, the Council speculates about "what is not happening but should be happening." The Council recommends that the State Department of Education mount a comprehensive study resulting in a report that would address accomplishments as well as matters in need of initial or further attention.

Other questions to which the Council report addreses itself are:

1. *Articulation.*—One of the sources of difficulty in achieving articulation is that far too many instructors at every level of transfer perceive articulation as a threat to classroom autonomy. The Council recommends that the State Department of Education develop an articulation plan which will include occupational programs.

2. *Job Placement and Follow-Up.*—The Council expressed satisfaction with the new follow-up data-collecting system the State Department of Education is planning to implement. However, there was no discussion of job placement activities as such.

3. *Career Education.*—After a detailed discussion of the Career Education concept, the Council recommended that the State Department of Education's Career Education Section emphasize upon every school district in Oregon the importance of career education and encourage each district to place greater budget and human resources into career education.

4. Extent to which Council's recommendations have received due consideration is generally satisfactory.

PENNSYLVANIA

The Pennsylvania State Advisory Council for Vocational Education sees as one of its major roles that of serving as an advocate for vocational-technical education. In pursuance of this objective, the Council sponsored a Governor's Workshop Conference on Vocational Education during 1973 to identify major issues of vocational-technical education and the advocacy positions which the Council might advance. The report of the Conference will be studied for implementing action to be taken during 1974.

The Council also commissioned two in-depth studies of:

1. Occupational education for the handicapped.
2. Professional preparation programs for vocational-technical teachers and administrators.

The Council is also engaged in a series of activities to improve the image of vocational-technical education throughout the state.

As a result of an in-depth and thorough study commissioned by the Council, the status and needs of occupational education for the handicapped were summarized as follows:

1. There are many occupational areas in which the handicapped can successfully hold jobs, but training is not being provided for all these areas.
2. Counseling for the handicapped leaves much to be desired.
3. Work experience programs for the handicapped present special problems.
4. Differing interpretations at the local and state levels of the definition of "handicapped" is a major weakness.
5. Special services and training provided the handicapped can make them as competitive, or even more so, than the nonhandicapped on the job market.
6. There were relatively few projects in which local advisory committees were utilized.
7. Interface between the schools and other agencies involved in serving the handicapped is minimal.

In addition to several other conclusions, the Council has made appropriate recommendations to resolve the problems revealed in its study. The recommendations include an on-going evaluation and follow-up system for the Bureau of Vocational Education and the Council.

As the result of a commissioned study by the Council of programs offered by the University of Pittsburgh, Temple University and Pennsylvania State University in preparing vocational-technical teachers and administrators, the Council recommends that:

1. The Bureau of Vocational Education should establish an on-going procedure to evaluate these programs in terms of accountability.
2. In-service programs should be developed.

A position paper concerning these matters has been presented to the Bureau of Vocational Education.

PUERTO RICO

The Puerto Rico Advisory Council on Vocational and Technical Education, in its 1973 Report recommended that the State Board, in cooperation with the Council hold at least 3 public hearings to help determine the effectiveness of vocational education throughout the Island. This recommendation was based on the results of a public hearing conducted by the Council during 1973. At this meeting, a number of groups including the Committee on Education of the Manufacturer's Association provided considerable information of value to the Council in conducting its evaluation responsibilities.

As the result of an in-depth study of graduates of vocational-technical courses by the Vocational-Technical Education Division, the Council recommended that priorities for funding and conducting vocational-technical education programs be established on the basis of labor market demand. To help accomplish this objective, the Council further recommends that strong local school advisory committees be established.

While the Council participated in a study, and discussions, leading to a completely new organizational and administrative structure for vocational and technical education in Puerto Rico, it still has several reservations about the new structure as reflected in several recommendations.

The Report contains a detailed description of a recommended Management Control System for the vocational education in Puerto Rico. This system is based on the Council's Executive Director's studies for his doctoral dissertation at New York University.

Analysis of enrollments in the various vocational program offerings showed that 5 programs satisfactorily met or exceeded objectives set for 1972–73. However 3 programs—technical, distributive, and adult—fell short of their objectives. Since it is these very three which should have the highest priority in Puerto Rico, the Council recommended greater funding of these programs to attract students and provide high quality instruction.

RHODE ISLAND

The 1973 Annual Report of the Rhode Island State Advisory Council on Vocational Education contains an in-depth report of the status of Career Education in the state. Essentially, the Council found a number of Career Education projects in the schools, but no comprehensive plan nor system has yet been delineated. The Council recommended that the State Department of Education establish a Division of Career and Vocational Education which would be responsible for all facets of career, vocational, and continuing education from early childhood through the adult years.

Much of the Council's report is devoted to a discussion of the fine leadership provided by the former Division of Vocational Education in promoting career and vocational education, and in creating nine area vocational-technical education schools. This Division was abolished last year. The Council is urging the Department to re-establish the Division.

The Council also recommends that the Governor's State Manpower Planning Office convene all state agencies concerned with manpower development and data processing (e.g., Administration, Education, Employment Security, Labor, Social and Rehabilitative Services, Economic Development, Community Affairs) into an information system task force for the purpose of integrating the data collection and dissemination activities of the concerned agencies.

Among the major recommendations made by the Council in its 1973 Annual Report was the designation by legislation that the State's correctional facilities—juvenile and adult—as a school system in order to receive increased state and federal educational aid funds and to attract attention to the importance of education in the rehabilitation of inmates. While the State Department of Education has the proposal under consideration, the State Department of Corrections has appointed a full-time coordinator of education programs.

SOUTH CAROLINA

Among the current recommendations contained in the 1973 Evaluation Report of the South Carolina Advisory Council on Vocational and Technical Education are several which had been made in previous years. In addition, the Report contained a section on the previous years' recommendations, responses by the State Board for Vocational Education and the State Board for Technical and Comprehensive Education, and a statement by the Council as to its satisfaction or dissatisfaction with the responses. These two Boards are separate entities and require separate consideration by the Council in conducting its evaluation programs and in presenting two sets of recommendations. The Council's recommendations to the State Board for Vocational Education are as follows:

1. Increase the goal of 60% of all secondary students participating in vocational education to at least 80%.
2. Emphasis must be placed on greater utilization of facilities.
3. Initiate a system to obtain data on the number of students in each year's class who have completed a vocational program.
4. Expansion of cooperative type vocational programs.
5. Increase enrollments in adult vocational education.
6. Participate in development of a statewide data system of reporting output of occupational training programs.
7. Provide for more minority ethnic group representation in administrative positions, and prepare annual reports.

Some of the findings which support these recommendations are:

1. The state's goals reflected only slightly the other manpower development programs within the state which should be closely related to vocational education.
2. Noticeably absent were specific provisions for returning veterans.
3. Other noticeably absent data was that permitting to number and percent of students who actually complete an occupational training program before leaving school.
4. The coordination and articulation of training opportunities between vocational and technical education is still a matter of paramount concern.
5. Since only a minority of secondary school students actually enter higher education, the public secondary schools should assume the job placement responsibility for the high school student completing or leaving the public school system.
6. The use of local advisory committees should be intensified in many instances.

Recommendations to the State Board for Technical and Comprehensive Education are as follows:

1. Develop written annual and long-range goals and objectives.
2. Provide an annual written report by Center and system-wide of the costs of the TEC program in the state.
3. Participate in development of a statewide data system of reporting output of occupational training programs.
4. Continue emphasis on articulation/correlation of programs.
5. Provide more minority ethenic group representation in administrative positions and prepare annual reports.

Some of the findings supporting these recommendations are:

1. The major concern of the thirteen TEC centers had been training of skilled manpower for new and expanding industries. They have been notably successful in this matter.
2. There has not been any type of planning document, up through 1973, comparable to the State Plan for Vocational Education or comparable to the State Board of Education's "Objectives for South Carolina's Schools: A Five Year Plan."
3. Individual programs at the TEC centers have been under tight control of the Board, which requires careful documentation of the need for any new program.
4. Coordination and articulation of occupational education programs appears to present a very complex problem in that entering TEC students have varying levels of skills and educational backgrounds. However, for students completing TEC programs, articulation agreements have been worked out with a number of colleges and universities for providing college credit for TEC courses.
5. Job placement of TEC students is excellent. However, the numbers of graduates of many programs is extremely low. The reason for this may be that TEC are placed on jobs before graduation.
6. No data were provided to indicate extent to which TEC centers serve specific population groups, although each center offers remedial programs.
7. Little or no data were available concerning relative expense of programs by program type or by center. However, a sophisticated computer-based system is now being installed which will provide the kind of data needed to make appropriate analyses and reports.

SOUTH DAKOTA

The South Dakota Advisory Council on Vocational-Technical Education, in its 1973 Evaluation Report, finds Part I of the State Plan an excellent beginning for a procedural manual. It provides a compendium of applicable State and

Federal law, legislative definition, qualifications and job descriptions of State Division personnel, as well as the key policies and procedures of the State Division affecting the conduct and progress of vocational education in South Dakota.

Part II of the State Plan sets forth in detail and in logical order the contemplated actions of the State Division with respect to vocational education. These actions are based on specific and valid demographic and other data. The questions which must be asked of Part II are:

1. Is the data properly gathered and are the projections valid?
2. Based on this data, what *should* vocational education do?
3. Given present or reasonably probably resources, what *can* vocational education do?

Recognizing that the data collection process leaves much to be desired, the Council points out that the process is constantly being improved.

The Council also points out that vocational education is the only level of education which has evidenced *any* effort to initiate and implement any type of needs-resource planning in its management. Thus the planning process, as primitive and crude as it may be at present, must be seen as evolutionary. Eventually, it will probably set the stage for the planning process for all of public education if properly staffed and funded.

One of the most progressive steps in the planning process being taken by the State Division is the requirement that local education agencies justify their requested budgets for reimbursement on the basis of local manpower needs.

In August 1973, the Advisory Council distributed a questionnaire to 350 vocational educators soliciting opinions as to the performance of graduates of South Dakota's vocational-technical schools, theories and techniques being taught in the vocational programs of their schools, and the status of the machines and equipment used for training purposes.

TENNESSEE

Recommendations of the 1973 Annual Evaluation Report of the Tennessee Advisory Council for Vocational Education advocated that:

1. Certification of school guidance personnel require courses in career education, occupational guidance, philosophy of vocational education plus work experience.
2. The State Board initiate a program of cost analysis of postsecondary vocational education programs and continue such study of secondary programs.
3. The Division of Vocational-Technical Education keep the Advisory Council better informed on the development of the State Plan and involve Council members in this development.
4. The State Board establish a new formula for the allocation and distribution of state and federal funds to local school districts.
5. The State Board take the lead in encouraging the top leadership of both general education and vocational education to join together in encouraging a commitment to and implementation of the career education concept at all levels of public education.
6. More training be made available for those in unskilled and semi-skilled occupations.
7. The Information Management System developed by the State Board for secondary schools be expanded to include post-secondary programs of public as well as proprietary vocational schools and programs.
8. The State Board provide more leadership as well as in-depth operational guidance to local school sytems in the proper use and function of local advisory committees and require the use of such committees for all vocational programs receiving federal and/or state funds. (The Advisory Council offered its assistance in implementing this recommendation.)
9. The State Board begin efforts to bring under its supervision private and proprietary schools offering vocational education courses in the state.

The Advisory Council took the occasion of its Annual Report to commend the State Board and Department of Education and the legislature for important progress on a number of fronts concerning vocational education, as follows:

1. Completing program evaluations for 14 local school systems, including 105 instructional programs.
2. Obtaining accreditation by the Southern Association of Colleges and Schools for 19 of the 27 area schools, with 6 more due shortly.

3. Providing one high school credit for vocational education courses for an hour's classwork in the same way as for academic classes.

4. Establishing policy which will enable a local school superintendent to apply for a 12-month program whereby vocational tecahers may be on salary while maikng contact with business and industry to improve his/her professional capabilities.

5. Increase in funding of vocational education operating funds by 19%, and capital outlay funds by 100% by the legislature.

6. Passage of the Comprehensive Vocational Education Act by the legislature which requires each county in the state to make vocational education available to all students and to provide facilities to accommodate at least 50% of all students grades 9–12. All capital and operating costs are to be borne by the state. This Act also provides for counseling in grades 7–12 at the ratio of 1 counselor per 200 students.

While the passage of the Comprehensive Vocational Education Act may well correct many of the deficiencies found in the State Plan, and provide for implementation of Council recommendations, it was nevertheless felt important by the Council to articulate its still present concerns, some of which are summarized below:

7. The accuracy of the data on which the goals and priorities of the State Plan are presumably based is highly questionable.

2. The Adult Basic Education group and unskilled occupations are largely being overlooked as a responsbiility of vocational education.

3. Consideration of output of labor supply from other manpower development and training programs appears to be very weak.

4. There are wide differences in projected vocational outputs only a year apart

TEXAS

The Texas Advisory Council for Technical-Vocational Education, in its 1973 Annual Report, *A Redirected Education System—Education for Living and Making a Living*, reviews all its previous years' recommendations, actions taken by the Texas Education Agency (and other agencies) to implement the recommendations, and reaffirms or revises the recommendations as considered necessary. In addition, the recommendations were consolidated into 13 appropriate clusters with a topical index, for ease of study and analysis.

In its Foreward, the Council pointed out that a great imbalance exists between the educational experiences students *receive* and those *needed* to most effectively function in our present society and economy. This despite the fact that citizens have been generous in their support of education in many respects, and the professional educator has spent more time and effort in preparation for his/her job than at any time in our history.

Among the several reasons ascribed to the lack of responsiveness of the educational system to the needs of individuals for occupational education is the "traditionalism" affecting all levels of education. The Council points out that since 1965 Texas has allocated $450 million for area school construction at secondary and post-secondary vocational and technical institutions while one state university spent the same amount of money on capital improvements in only 5 years.

The Council's current recommendations were made as "the next step" for action previously taken on Council recommendations in the following areas:

1. Career education.
2. Financing.
3. Serving needs of special groups.
4. Guidance services.
5. Public awareness of the needs and resources in technical-vocational education.
6. Administration.

With respect to administrative organization of the Texas Education Agency, the Council pointed out there has been more growth, development and changes in technical-vocational education in the last 10 years than in the previous history of vocational education, and that a study is now needed to determine what changes need to be made in the administrative organization of TEA to more effectively serve the needs of the State.

A section of the Annual Report is devoted to an exposition of the studies and other data used by the Council in support of its conclusions and recommendations. These studies were commissioned by either or both TEA and the Council. They were:

1. Texas Guidance Information Program
2. Occupational Education Public Information Survey
3. Local Advisory Council-Committee Study
4. Governor's Conference on Technical-Vocational Education, 1973
5. High School Career Interest and Information Survey
6. Texas Education Product Study
7. Supply-Demand Information System for Texas
8. Texas Industrial Start-Up Training Program
9. Apprenticeship Training Study

Other studies are currently underway or are planned for initiation in 1974.

The Council completed an unusual study which resulted in the compilation of research projects, pilot projects, exemplary programs and development activities from 1967 through 1974. Approximately $14 million of federal, state and local monies were spent on these projects, with over $13 million coming from federal sources. While positive conclusions have not yet been drawn, there appears to be substantial overlapping and duplication of activities.

Following are statements taken from the Council's report in response to specific evaluation findings:

1. The State's goals and priorities are not clearly set forth in the State Plan.

2. The State's goals and priorities are valid in terms of student needs and employment opportunities based upon present projections. However, present information is inadequate for realistic planning and management.

3. It is estimated that the 900 teachers and 30,000 students involved in programs for the disadvantaged still leaves some 70% of the disadvantaged who could benefit from such programs unserved.

4. Private schools have not generally been accepted as a full partner in the total resources of the community in public planning.

5. Most goals set by the FY 1973 State Plan were exceeded, many in a substantial manner.

6. Coordination of training opportunities among agencies has increased substantially in the last 4 years.

7. Several post-secondary institutions provide effective placement departments and advisory councils, while others are much less effective. At the secondary levels, most of these activities have been done by vocational teachers and cooperative training coordinators.

8. Even though commendable progress has been made in the last five years in expanding vocational education opportunities at all levels, there remain many students who do not have access to these programs in Texas. It is not only availability of vocational programs, but of sufficient comprehensiveness to serve the needs of the individual and the community. For example, 70% of the vocational offerings are in the three areas of auto mechanics, building trades and cosmetology.

9. Substantial progress has been made in the last two years at the state and local levels between agencies and industry in providing "start-up training" and other support for expanding and up-grading needs of industry. Funds requested for these special needs were not appropriated by the State Legislature for the biennium 1974–75. However, considerable support and visibility for the concept was developed.

UTAH

The following remarks are excerpted from the 1973 Annual Evaluation Report of the Utah State Advisory Council for Vocational and Technical Education.

SUMMARY OF EVALUATION

Earmarked money for vocational education programs in the elementary and secondary schools has increased substantially during the past four years.

These earmarked vocational funds pyramid as they are used in the school districts because of the "added costs" provision in the funding legislation; and the districts are spending one and one-half to two regular dollars for every one earmarked dollar.

The number of Utah high school graduates who intend to go on to a community college or four-year college or university has decreased from 69 percent in the spring of 1970 to 53 percent in the spring of 1973. The number who intend to go to a vocational school or business school has remained approximately the same. The number who intend to get married or are undecided has increased substantially; and the number who intend to go to work has also increased.

During 1973, the pool of unemployed young people between ages 16–24 decreased in size and is slightly smaller this year than last. This pool has been growing each year during the past several years and has finally stopped, at least for this year.

The number of students leaving high school before they graduate did not increase this year; reversing the trend of the past several years.

Total post-secondary enrollments are down this year (1973–74), yet vocational post-secondary enrollments are up.

An analysis of the enrollments and the appropriations to the technical colleges, as compared to the total post-secondary enrollments and appropriations, shows that appropriations to the technical colleges continue to lag behind enrollments.

Instructional dollars spent for vocational education at the post-secondary institutions have increased substantially during the past two years, both in total dollars and as a percentage of total post-secondary expenditures.

The question as to who really governs the two technical colleges is still unresolved and there is overlapping of responsibility between the State Board for Vocational Education and the Board of Regents as•they relate to the technical colleges.

During 1973, Utah had an unemployment rate of 5.5 percent, which was higher than the national average of 4.5 percent. There continues to be a sizeable number of skilled job openings which cannot be filled because the unemployed people do not have the skills required by the employers. These unfilled job openings are primarily in the vocational-technical area.

Vocational education opportunities must be made more available to handicapped persons so they may prepare for possible employment in areas where there are jobs; with consideration being given to each individual's capabilities and interests.

The goals and objectives in the 1972–73 State Plan for Vocational Education are, in general, appropriate and realistic.

The goals and objectives in the 1973–74 State Plan for Vocational Education continue to provide realistic guidelines for vocational education in the state, but are found wanting in three specific areas:

One, there is nothing in the State Plan to implement the "career choice" phase of the Career Education Position Paper approved by the Utah State Board of Education.

Two, the State Plan does not give strong emphasis to helping high school students become successfully placed in jobs.

Three, the objective which was in prior State Plans that high school students will develop skills with which they could enter the labor market has been omitted and is evidently no longer an objective.

Planned programs where high school students are encouraged to make a tentative career choice are being used by only one or two high schools in the state.

Few high schools in Utah offer assistance to students in helping them locate employment.

In general, high schools are not following-up on students individually to determine what happens to them after they leave high school and to offer assistance where necessary.

Large numbers of disadvantaged students are not receiving the help they need in the vocational-technical area to help them prepare for employment.

During the past three years, the Advisory Council has made 31 recommendations concerning vocational education in Utah. Most of these recommendations have received favorable response from the agencies involved.

RECOMMENDATIONS

One.—The State Board for Vocational Education should set a specific goal in relation to high school students obtaining a marketable skill by the time they leave high school, either at graduation or before. A reasonable measurable objective might be that by 1978, 50 percent of those students leaving high school will have developed an entry-level marketable skill with which they could enter the labor market

Two.—A job placement and follow-up program should be instituted within each of the 40 school districts. Every high school student, as he leaves school upon graduation or before, should receive assistance toward successful placement in his next step in life, whether he goes to work, goes on to further schooling, or enters some special category such as military service. Further, communications channels with former students should be maintained and assistance and follow-up should be given for six months after each student leaves school.

Three.—The State Board of Education should institute a program to implement the "career choice" phase of the Career Education Position Paper which states: "A student should identify a tentative career goal as a matter of record and within his senior high experience, will be given an opportunity to devote the time necessary to meet his career needs in a chosen area of concentration."

Four.—The State Board for Vocational Education should select and appoint a committee to study funding of vocational education in the secondary schools to develop a funding formula that will assure the continued growth of vocational education in Utah to submit to the 1975 State Legislature.

Five.—The State Board of Education, which is also the State Board for Vocational Education, should meet four times a year as a State Board for Vocational Education, where the meeting is devoted exclusively to vocational education concerns, problems and programs. The State Advisory Council should be invited to advise concerning the meeting agenda and to participate in the meeting.

Six.—The State Board for Vocational Education, the Board of Regents, local education agencies and institutions, the Legislature and the Governor's Office should review prior Advisory Council recommendations and give strong consideration to continuing to implement them within the school system of this state.

VERMONT

The 1973 Annual Report of the Vermont State Advisory Council for Vocational-Technical Education is in great part an evaluation of:

1. Youth Club Organizations; and
2. Cooperative Vocation Education in Vermont.

Youth organizations

The Council found that only 23.4% of all 11th and 12th grade students enrolled in vocational education programs were being served by the six nationally recognized youth organizations, as follows:

Distributive Education Clubs of America.
Future Business Leaders of America.
Future Farmers of America.
Future Homemakers of America.
Industrial Arts Clubs of America.
Vocational Industrial Clubs of America.

The Council's concern, then, was focused on how these youth organizations could expand their programs and membership. Following are several of the major recommendations of the Council:

1. That a coordinated program of mutual benefit be developed between Vocational Industrial Clubs of America and the Industrial Arts Clubs; and that funding for an Industrial Arts Club state coordinator be provided.
2. That each school design some of its local Vocational Club's activities to involve participation by non-members.
3. The Department of Education, when certifying vocational teachers, require a competency in organizing and operating Vocational Youth Clubs.

Cooperative education

Pointing out that Cooperative Education enrollment at the national level has shown continuous growth since 1938, the Council reported there is still considerable misunderstanding by employers and the public as to the distinctions between cooperative education and other work-stduy programs. Using the educationally accepted definition of cooperative education, the Council found 21 programs in 1973 (5 in 1969) with an enrollment of 620 (93 in 1969).

Among findings of the Council, the following are cited:

1. Only 2 students were working in state government agencies despite the fact that the State is the largest employer in Vermont (with over 5,000 employees).
2. The majority of cooperative education experiences were service oriented—

food stores, eating and drinking places, auto dealers, gasoline service stations, medical and health services.

3. Manufacturing has a low student placement rate even though it has the highest rate of employer participation.

4. Over 38% of the students are placed in Industry employing less than 10 people.

Major recommendations made by the Council are:

1. More students be placed in cooperative education programs.
2. Department of Education exert leadership and persuasion on all departments in State government to provide cooperative education opportunities.
3. Increased emphasis be given to the placement of cooperative students in larger businesses and industries.

Other recommendations

A number of other recommendations made by the Council, and responses by the State Board of Education are contained in the Annual Report. Of particular interest is the recommendation that job placement of students who have participated in occupational education programs be encouraged as integral parts of the program. The State Board's response was complete agreement plus plans during FY 1974 for making job placement one of the major components of career education.

VIRGIN ISLANDS

The 1973 Annual Evaluation Report of the Virgin Islands Advisory Council for Vocational and Technical Education is its second report and was prepared only six months after completion of its report for 1972. Therefore, the Council reaffirms all the recommendations of its 1972 report stressing the urgency of the following:

1. Legislation be passed by the V.I. Legislature for the construction of two new Occupational Training Centers to service public, private and parochial students, adults, school drop-outs, the under- and unemployed, and handicapped persons.
2. A massive informational and public relations campaign to be conducted to stress the value, existence and necessity of strong occupational education programs for the benefit of the economy as well as individuals.
3. A total manpower needs study to be conducted, both long- and short-term, to assist educational planners (among others) in determining needs for occupational education and training programs.
4. Counseling and guidance component of all schools should be enlarged.
5. A job placement office should be established in each school.
6. A large increase in remedial instruction staff should be provided, particularly in the areas of reading, writing and simple arithmetic.

Among several of the special problems reported by the Council is the increasing influx of non-citizens' children requiring vocational education. Their numbers were greatly underestimated last year and so physical facilities and staff for their vocational education is lacking. Some 100 students seeking vocational education had to be denied this opportunity during 1973.

VIRGINIA

The 1973 Annual Evaluation Report of the Virginia State Advisory Council on Vocational Education reported, in its Evaluation Summary that:

1. There is a groundswell of favorable attitudes developing towards vocational education as indicated by business leaders, labor leaders, government officials, legislators, educators, the general public and students in:
   - (*a*) Studies by the Council.
   - (*b*) Public hearings.
   - (*c*) Increased enrollments at both the secondary and postsecondary levels.
2. Vocational education opportunities are expanding rapidly but not quickly enough to meet the needs of students, employers and the economy.
3. Funds for vocational-technical programs are not adequate to meet the needs of students and employers. Moreover, state funds for vocational education receive an extremely low priority when compared to funds appropriated for higher education and remedial manpower training programs.
4. Adult enrollments in vocational education programs are rather small when compared to the need.

5. Articulation of vocational programs between the high schools and community colleges is especially in need of improvement.

6. While substantial data concerning both manpower and educational needs is available, it is scattered among various government agencies.

7. There is a definite need to improve the coordination of institutions' vocational program offerings and employment opportunities.

8. While the community and 4-year colleges have well-organized job placement programs, most high schools have not as yet accepted as a major responsibility the assisting of graduates in finding employment and following up their graduates.

9. Vocational guidance and counseling services are in serious need of improvement in the secondary schools.

10. The business, labor and industrial community has far too little involvement in advising and influencing course content and instruction, although there is a widespread expressed willingness to do so from that sector of the economy.

11. There is a serious shortage of appropriately prepared professional personnel to staff the rapidly expanding programs in vocational education. This includes vocational teachers, supervisors, administrators, researchers, vocational counlors and teacher educators.

12. The State Plan goals and objectives are, in general, appropriate.

13. There is a substantial number of students enrolled in vocational education programs in the high schools who are not members of relevant youth organizations.

14. Proprietary schools, with an enrollment of over 18,000 students, are making a substantial contribution to Virginia's trained manpower.

The Council's recommendations were developed around the above findings as supported by appropriate statistical data in the text. However, several additional recommendations were made as follows:

1. The State Board of Education should establish organizational patterns which will permit those speaking for vocational education to articulate effectively and forcefully the needs, mission and priority of vocational education at the highest levels of decision-making.

2. The State Board of Education should continue to emphasize the necessity for and the advantages of local advisory committees, and establish as a major goal the appointment of a general advisory committee for vocational education in the local school system.

3. The State Plan objective which states that "By June, 1976, at least 90% of high school graduates not continuing formal education have a job entry skill" makes it highly important that research be conducted to determine job entry level skills for the various occupations in which instruction is offered.

4. The high schools in the state need to increase their enrollments in marketable skill programs from approximately 30% of the student population to approximately 60%.

The Council's report also contained a resolution it adopted on April 4, 1973 addressed to the State Board of Community Colleges requesting additional state financial, budget and administrative support for postsecondary and technical education programs.

Of interest is the following statistical information on Virginia's public schools:

In 1972, 81% of the students who entered first grade twelve years earlier graduated from high school, and 47% went on to college. Seven percent continued their education in a formal setting other than college. Forty percent of the students who entered the first grade twelve years earlier did not continue formal education beyond high school. (Editorial note: Apparently the drop-out rate is 19% prior to graduating from high school.)

WASHINGTON

The 1973 Annual Report of the Washington Advisory Council on Vocational Education included an in-depth study of the state administrative organization for vocational education. Some of the major conclusions of the study are:

1. Under the organizational structure created by the Community College Act of 1967, there has been unrest, divisiveness and lack of unified direction in vocational education at the State level.

2. Key problems resulting from this structure are:

   (*a*) conflict between the 2 major agencies responsible for the delivery of vocational education (*b*) lack of comprehensive state plan for vocational education

(*c*) lack of relevant statewide vocational data and a system for managing such information

(*d*) confusion regarding the roles of the Coordinating Council for Occupational Education, the Superintendent of Public Instruction and the Community College Board

The Council's study resulted in a recommended organizational model which, while it is concerned with only one facet of the needed organization of the entire educational enterprise of the state, is seen as compatible with future organizational structure plans. Or the 7 recommendations made by the Council in its Annual Report, three are concerned with implementing the Advisory Council's suggested organizational model.

Other recommendations were concerned with the Coordinating Council for Occupational Education.

1. Developing of a student follow-up system.
2. Further refining its model for forecasting statewide vocational program enrollments in selected occupations based upon projections of the workforce composition.
3. Improving career counseling and guidance in the high schools.
4. Expanding career education.

In analyzing the 1973 State Plan, the Council reported:

1. The goals are stated too broadly and priorities are unclear.
2. In terms of employment opportunities, insufficient forecasting was done to develop a completely realistic plan. However, progress is being made by the Coordinating Council in doing a much better job of forecasting and planning.
3. Most of the measurable objectives set forth in the State Plan were met or exceeded, though in some cases data was not available.
4. The State Manpower Plan should be included in the State Plan Vocational Education.
5. Little formal and planned placement activity takes place in high schools. The Council considers this to be an unsatisfactory condition and anxiously awaits the results of the National Advisory Council's report on its School-to-Work project. The State's 5 vocational-technical institutes do an excellent job of placement. Their activities seem to be a coordinated effort of counselors, teachers, and advisory committees with a combination of formal and informal employer contact. All but 2 of the state's 27 community colleges offer some placement services. Eight have full-time placement officers. Ten community colleges are tied to the Department of Employment Security's Job Bank System.
6. A total of 45% of the state's community college enrollment is now in vocational programs as compared to 12% nine years ago.
7. The Council is satisfied that good progress is being made in implementing career awareness programs in the elementary grades statewide. Greater emphasis, however, is needed at the secondary and adult levels.

WEST VIRGINIA

The West Virginia Advisory Council on Vocational Education, in its 1973 Annual Evaluation Report, briefly summarized the content of a report developed in a study of vocational facilities and programs in West Virginia. The study was funded with a $35,000 grant to the Council from the Economic Development Administration. Another study commissioned by the Council was concerned with developing alternative futures for vocational education in West Virginia. The Council has also expanded the scope of its advisory and consultative services to include the eleven Regional Planning and Development Councils of the State.

Special note was made of the National Advisory Council on Vocational Education's School-to-Work project. The West Virginia Council is planning to implement the findings and recommendations of this project as soon as the report becomes available.

While the Council's report contains considerable statistics provided by the State Division of Vocational Education no attempt was made to analyze the statistics in depth. In its 1972 Annual Report the Council noted:

> ". . . the discrepancies between State and Plan budgetary enrollment and completion objectives for 1972 and the actual figures precluded any meaningful analysis of progress toward meeting those objectives."

The analysis that was made of the 1973 State Plan did indicate, however, that significant strides had been made in developing a State Plan that parallels the program enrollments with program objectives.

In reviewing the status of its recommendations made in 1971 and 1972, the Council reemphasized the need for continuing effort by the Bureau of Vocational, Technical and Adult Education in several areas, including:

1. insure that local school systems adequately prepare students for job opportunities in their regional geographic areas.

2. continue regional guidance workshops and other activities which will help develop highly competent vocational counselors.

The Council's 1973 recommendations covered a wide range as indicated below:

1. All local school systems be provided State Office assistance in designing new, expanding or discontinuing present vocational programs based area-wide present or projected job needs.

2. All State agencies involved in manpower and economic development coordinate their resources and cooperate in enhancing the quality of life of West Virginia's citizens. Leadership in this effort to be provided by the Governor's Office of Federal State Relations.

3. CAMPS be given the authority to compel coordination with the collection manpower training data.

4. Greater utilization of local and regional industry-education advisory committees.

5. Private schools in West Virginia, with nearly ⅓ of the State's total postsecondary vocational enrollments, receive consideration as a partner in meeting the State's needs for vocational education.

6. The recent passage of a $200 million vocational school construction law by West Virginia means that by 1977 the State will be able to enroll 45,000 secondary students in vocational programs. The State Department of Education should use the next three years to develop a comprehensive career education program to take advantage of the new vocational facilities which will become available.

7. Professional development in-service training courses be developed for school administrators, counselors and teachers.

8. Job placement assistance for graduates and school leavers be accepted as a responsibility of the schools, and that special staff, additional if necessary, be assigned to this function.

9. State Board of Education commission a review of the present funding allocation formula to determine whether a new formula more responsive to the needs [illegible] local school systems can be developed.

10. The Office of New Industry Training in the Bureau of Adult, Vocational and Technical Education be assigned the responsibility for the operation of the Area Vocational Program.

WISCONSIN

The 1973 Annual Report of the Wisconsin Advisory Council on Vocational Education is unusual in several ways. In the first place, its evaluative function is concerned primarily with the extent to which the State Plan's specifically stated and quantified objectives have been met. This part of the report is handled in a simple and easily understood manner. It should be noted that most of the goals were not only met, but actually surpassed.

The second unusual aspect of the Report is the number of recommendations dealing with reorganization of the U.S. Office of Education, and calling for the establishment of a separate Federal Department for Education and Manpower Development.

The third distinguishing element is its in-depth analysis of a special study comparing the responses of Council members with other segments of the population in Wisconsin as to their views on priorities for vocational, technical, and adult education. In this "people speak" report, there was unanimous agreement that the greatest priorities were concerned with providing vocational-technical education for *initial job entry* for high school graduates, drop-outs, and apprentices. The second major priority dealt with retraining and job advancement for the unemployed and the veterans.

The Advisory Council also expressed strong support that the present delivery system for postsecondary vocational, technical, and adult education in Wisconsin remain under the control of the State Board and local boards of vocational education.

One of the major areas of difference between the Advisory Council and the State Board is the Council's advocacy that specific State funds be appropriated to support vocational education programs at the secondary level. "No State dollars have been earmarked for vocational education in Wisconsin's high schools." This situation is expected to change soon as a result of the Council's efforts.

WYOMING

Recommendations of the Wyoming Advisory Council for Occupational Education, in its 1973 report, *Occupational Education in Wyoming*, were that the:

A. State Department of Education and Office of Occupational Education:

1. Continue to further develop, implement and evaluate career education at all grade levels (K–14) as well as at the adult continuing education level.
2. Continue efforts to orient teachers to effectively work with handicapped and disadvantaged students.
3. Continue to cooperate with the Advisory Council in sponsoring public information programs designed to broaden occupational education programs and employment opportunities for Wyoming students and adults.

B. State Department of Education and Consultant for Occupational Guidance develop and implement in-service preparation of counselors to improve occupational guidance services.

C. State Department of Education and Coordinator of Occupational Education continue providing leadership to local educational agencies and community colleges in the development of comprehensive short and long-range planning systems for occupational education.

D. State Department of Education and University of Wyoming continue to provide occupational education in-service workshops for administrators, teachers and guidance counselors.

E. State Department of Education encourage public schools and community colleges to accept responsibility in job placement and continuing education of students.

Chairman PERKINS. We will not ask questions at this time, Mr. Van Alstyne, but we will ask questions of the entire panel later.

Mr. VAN ALSTYNE. Thank you for listening to my testimony.

Chairman PERKINS. May we hear from the next witness?

Mr. DELLEFIELD. I would like to introduce Mr. Tom Bogetich from the California State Advisory Council.

Chairman PERKINS. We're pleased to have you here this morning, Mr. Bogetich. You may proceed.

STATEMENT OF THOMAS M. BOGETICH, EXECUTIVE DIRECTOR, CALIFORNIA ADVISORY COUNCIL

Mr. BOGETICH. My name is Tom Bogetich, executive director of the California Advisory Council on Vocational Education.

Mr. Chairman and members of the committee: You have my testimony. Rather than reading it, I would like to have it entered into the record.

Chairman PERKINS. Without objection, your testimony will be inserted in the record.

Mr. BOGETICH. I have also brought three reports of our advisory council. I would hope you would consider this as part of our testimony, also.

[Information referred to, held in subcommittee files.]

Mr. BOGETICH. We believe in California our program of vocational education is unique. Consequently, so are many of our problems.

The uniqueness of our program, I would say, is that we consider vocational education as part of the educational program rather than apart from. Therefore, you will find vocational education offered in the comprehensive high school and in the community college rather than in separate institutions for vocational education.

We also believe that responsible growth of vocational education can only be accomplished through an effective planning process. However, the planning process or the task of planning is complicated because of the variety of independent and somewhat autonomous jurisdictional bodies involved in vocational education.

In our testimony, we point out the numbers of different types of bodies that are involved in California. Because of the lack of cooperation, and articulation among these different agencies, it has resulted in numerous duplicative services and programs in competition for the same resources.

We have described a number of planning mechanisms that we are faced with to plan and implement vocational education in our State. All these mechanisms are intended to maximize the available resources for vocational education.

Unfortunately, the resultant planning is neither compatible, nor is it integrated.

We find, also, that Federal requirements are not useful either in terms of putting it all together. We are hopeful that the new Federal legislation will provide for both Federal and State leadership needed to articulate and coordinate all the planning systems for vocational education and that would generate useful information with the minimum amount of paper work.

The growth of vocational education has been, as pointed out by Mr. Van Alstyne, directly related to the financial support both at the State and Federal levels. We have seen that vocational funds from the Federal Government have been the main stimulus for vocational education growth in the State of California.

We have seen a dramatic increase in vocational education enrollment as a result of Federal funding. However, at the current levels of support, we see some problems in terms of future growth because of the staggering rate of inflation and the increasing costs of program implementation.

In our testimony we have prepared an analysis of the financial support of vocational education in California which illustrates our point that Federal funds have dramatically increased enrollment in vocational education in our State.

However, there are several points I would like to emphasize here. One is that enrollment levels have begun to level off and that the level of support behind every student has decreased rather than increased.

For example, in 1969–70, there was approximately $190 of support for every student in the vocational education programs in California. By 1972, it had risen to $210. But, as of last year, it is roughly $180 per student.

With respect to the financial aspects of vocational education, there are several points that we make in our testimony. One is equity. Another is coordination and cooperation among the various Federal funding sources, the need for additional support, and also the method for determining categorical and set-asides.

We recognize that, although categorical support has given attention to areas of need, they have tended to promote excessive paperwork and administration at the State and local levels.

Let me give you a "for instance" here.

In terms of set-asides for disadvantaged, we have found in our State that requests for funds to serve this particular population are usually four to five times those that are available. Because of the method of administering these funds, we find that there are increased administrative costs, funds are distributed on a piecemeal basis rather than trying to get at concentrations in large urban centers to eliminate particular disadvantagements.

We never can satisfy the overall need to serve this particular population.

We are also concerned about the growing cost of administration because of the various funding sources for program and services in vocational education and manpower. This is due to the number of different delivery systems. We suggest that the new legislation should promote and influence an articulated delivery system within each of the States.

You have before you our specific recommendations. Rather than read them to you, I would like to just clarify a couple of points.

Chairman PERKINS. Permit me to interrupt at this point, this is so important.

You speak about the growing cost.

The administration costs of the program throughout the various States of the country vary so much, I want to know specifically, how you deal with that in your testimony?

Mr. BOGETICH. In my testimony, only to bring this to your attention, we noted that the categorical approach has increased administrative costs. We have suggested that consolidation of parts of the act would be helpful. This would reduce some of the administrative problems arising from the categorical approach allowing the State to provide greater leadership to the school districts by getting out of the paper syndrome and into a leadership position again.

Chairman PERKINS. In order to achieve the same increase in enrollment that you have had in the last several years, how much of an increase in funds would you need, especially in light of today's inflation?

Mr. BOGETICH. That is difficult to estimate.

We had provided some background material to the National Advisory Council that indicated that, at our present rate of growth and financial support of vocational education, it would take until the year 2065 to satisfy all the people in California who need vocational training.

Chairman PERKINS. Proceed.

Mr. BOGETICH. In terms of clarification of point 5 on page 11, we suggest that the State planning for vocational education be replaced by a State planning process and that the Advisory Council be the focus of the planning process giving final approval to the State plan rather than the Federal Government. This does not preclude the State board for vocational education or any other agency responsible for program and services from approving plans or processes under the various Federal acts related to education and training. Presently, HEW arbitrarily and administratively makes some changes in the State plan without the involvement and advice of the State advisory council.

What we are suggesting is: Get all the people together, in order to maximize the available resources and programs together by making the people in the State work together cooperatively in an articulated delivery system.

We also recommend that to better address a statewide system of education and training required for employment that the advisory council on vocational education should report to all agencies involved in the delivery of services rather than only the State board of vocational education.

That concludes my testimony.

[The prepared statement of Mr. Bogetich follows:]

PREPARED STATEMENT OF THOMAS M. BOGETICH, ED. D., EXECUTIVE DIRECTOR, CALIFORNIA ADVISORY COUNCIL ON VOCATIONAL EDUCATION AND TECHNICAL TRAINING

Mr. Chairman and Members of the Committee:

Vocational education in California has been served well by a long-existing plan of cooperation—a partnership, if you will, between local and state educational agencies and the federal government. As representatives of the people, you are to be commended for your continued interest and support for vocational education.[1]

We believe our vocational education program in California is unique. Consequently, so are many of the problems we face.

As a delivery system, vocational education programs and services are being directed to an estimated 1,600,000 youth and adults in our state. In addition, some 263,000 or more Californians are being trained in the private sector. Coordination, and articulation of vocational education programs and services are a major concern of the Advisory Council and will be the focus of my comments today. Specifically, my comments will be directed toward: (1) vocational education planning, (2) financing, (3) administration.

VOCATIONAL EDUCATION PLANNING

The California Advisory Council on Vocational Education believes that responsible vocational education program growth can only be accomplished through effective planning. However, the task of planning is complicated by the variety of independent and, somewhat autonomous, jurisdictional bodies. In California, this includes secondary school districts, community colleges, regional occupational programs and centers, adult education programs, manpower agencies, private schools, and other sources of education and training. The lack of coordination and articulation among these bodies frequently results in the following:

Unnecessary duplication of programs and services

Competition for the same resources

Duplicative involvement of community and business personnel in advisory and support capacities

Competition to offer similar and separate programs and services to the same clientele

Unnecessary duplication of state and local administrative support services

Inequitable allocation of limited resources to different parts of the state, which results in unequal educational opportunities in certain areas of the state

Duplicative legislation for funding and administration of programs and services

Planning for vocational education programs in California is attempted through three separate planning mechanisms. Namely, these are: (1) the California State Plan for Vocational Education, (2) area master plans, and (3) local district plans for vocational education. In addition, cooperative voluntary planning efforts are being accomplished among local educational agencies throughout the state.

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[1] Vocational education: Education and training required for entry, advancement, and reentry into paid employment.

State Plan.—The California State Plan for Vocational Education is prepared by the staffs of the State Board of Education and the Board of Governors of the California Community Colleges in consultation with the Advisory Council. The Plan is prepared in compliance with guidelines set by the United States Office of Education. The Council views this effort as purely an academic exercise and has noted that the Plan, as presently written, provides a poor foundation for the comprehensive statewide planning process needed for improving and expanding vocational education as part of the total educational system in California.[2]

Approval of the California State Plan is often completed by the U.S. Office of Education months after the beginning of the fiscal year it covers. For example, this year's Plan was approved around September 10th. Adaptations to the Plan are often made administratively and arbitrarily in negotiations between the State Department of Education and the U.S. Office staff without informing or involving the Advisory Council. This appears to be inconsistent with the legislative intent of Congress.

Area master plans.—In an effort to effect more comprehensive vocational planning utilizing public input, the California Legislature provided for the establishment of a statewide planning mechanism in the form of vocational education planning areas. Five pilot vocational educational planning areas were established in the state during 1969 and 1970. Each pilot area was directed to produce a master plan coordinating the resources, manpower needs, and vocational programs in the designated areas, together with recommendations for implementing such plans. Each of the master plans was to be submitted to the state's educational agencies wherein steps were to be taken at this level to prepare a state master plan for vocational education consistent with state and federal requirements for vocational education. It was intended that the planning process and resultant master plan would be generated upward from the local "grass roots" level to the state level. However, we are still without a master plan for vocational education and are at least two years away from one.

Local plans. The local district plan, our third planning mechanism, is prepared by local educational agencies. Each plan is prepared with measurable objectives and is intended to serve as a local management tool for strengthening operations and accountability. In reviewing this third mechanism, it appears to the Council that district plans are nothing more than compliance documents also.

With all of this planning going on, one can only conclude that planning is very important. Unfortunately, the various components in our statewide planning process are presently neither compatible nor integrated. On the other hand, federal requirements for planning are not proving to be useful either.

It would facilitate local program growth if federal leadership would provide for an articulated and coordinated planning system which would generate useful information with a minimum amount of paperwork.

Despite difficulties with fragmented planning, program enrollments have increased from 941,889 in 1969 to over 1,600,000 in 1974. The following table illustrates enrollment growth since 1968.

TABLE 1.—CALIFORNIA STUDENT ENROLLMENTS IN VOCATIONAL EDUCATION

Year	Enrollment [1]			
	Secondary	Community college	Adult	Total
1968 to 1969	347, 411	303, 605	290, 873	941, 889
1969 to 1970	408, 325	305, 036	194, 649	908, 010
1970 to 1971	533, 912	338, 564	325, 555	1, 198, 031
1971 to 1972	592, 616	329, 641	311, 663	1, 233, 920
1972 to 1973	587, 615	377, 318	441, 687	1, 406, 620
1973 to 1974 [2]	643, 566	533, 191	463, 771	1, 640, 528
1977 to 1978 [3]	679, 227	569, 678	486, 960	1, 755, 865

[1] Source: California State Department of Education, Vocational Education Support Unit.
[2] Estimated enrollments.
[3] Projected enrollments.

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[2] *Fourth Annual Report: Fiscal Year 1972–73.* Sacramento: California Advisory Council on Vocational Education and Technical Training, 1974, p. 8.

The growth rate, however, has declined to an annual rate of about 2–3 percent. We have recommended that our state's educational agencies and Legislature take a more aggressive role to accomplish the goal of providing equal educational opportunity for job preparation.

FINANCING VOCATIONAL EDUCATION

The growth of vocational education is directly related to financial support. Historically, the number of people receiving education and training for employment has increased dramatically with each increase in the level of federal support.

The Council has noted that, although federal funds represent less than 25 percent of all funds expended for vocational education, they still appear to be the major stimulus affecting the expenditure of state and local dollars and promoting the growth of vocational education in California. However, the current level of support can no longer stimulate additional opportunities for vocational education because of a net reduction in federal support caused by a staggering rate of inflation resulting in increased program costs. The analysis of vocational education funding illustrated in Table 2 will substantiate this point.

TABLE 2.--AN ANALYSIS OF FINANCIAL SUPPORT TO VOCATIONAL EDUCATION IN CALIFORNIA

Year	Enrollment	Percent increase	Financial support					
			Federal	Percent increase	State and local	Percent increase	Total expenditures	Percent increase
1969 to 70	908, 010	−3. 8	25, 431, 708	41. 5	145, 846, 816	132. 0	171, 288, 524	112. 0
1970 to 71	1, 198, 031	35. 9	29, 188, 862	148. 0	211, 635, 389	45. 0	240, 824, 251	53. 6
1971 to 72	1, 233, 920	2. 9	37, 514, 372	28. 5	222, 241, 948	3. 6	259, 756, 320	7. 9
1972 to 73	1, 406, 620	4. 3	38, 574, 011	2. 8	237, 595, 989	6. 9	276, 170, 000	6. 4
1973 to 74[1]	1, 640, 528	1. 6	39, 789, 636	3. 2	260, 210, 364	9. 5	300, 000, 000	8. 6

[1] Estimated.

There are some interesting observations to be made from this analysis:

1. While financial support has increased significantly, program enrollment has begun to level off due to increased costs.
2. Federal support of vocational education contributes significantly to state and local support levels.
3. Because more students are currently enrolled in vocational education, the level of total support per student has decreased approximately $10 during the past five years.
4. More efficient use of existing funds as well as additional financial resources are needed to extend vocational education to more people.

Several other factors should be considered in the development of any new vocational education legislation. The first is equity. California is the largest state in the nation, representing 10 percent of the total population and contributes approximately 20 percent of the federal tax dollar. Our vocational education program, on the other hand, represents approximately 12 percent of the total national enrollment, yet receives only around 8 percent of the VEA allocation. It would appear that federal funding levels should acknowledge the number of people served as well as the needs for vocational education services.

Another is federal legislation. There are several sources of federal funds for education and training required for employment. However, due to the lack of coordination and cooperation among federal funding sources, the state is unable to consolidate them to have the greatest impact and benefit to people.

The third is the need for additional federal support. To provide equal educational opportunities for job perparation is an impossible task at our current support level. A Council survey of California school districts (secondary and community colleges) indicated that only 21 percent of the districts reported half or more of their graduates were equipped with an occupational skill upon graduation.[3] At our recent public hearings, the need for additional resources was expressed repeatedly. Dramatically increased support, both federal and state, are required to move us from 21 percent to a greater number of districts. As indicated in Table 2, California appears to be willing to assume part of that responsibility. We are hopeful that Congress will complement our effort with additional support so that all people desiring vocational education may benefit.

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[3] *Report of Survey Regarding Twelve Functions of Vocational Education.* Sacramento: California Advisory Council on Vocational Education and Technical Training, 1973.

A fourth is the method of determining categorical and set-aside support. The Vocational Education Amendments of 1968 provide that no less than 15 percent of the available program funds be categorically distributed according to specified program areas (e.g., consumer-homemaking, work study, etc.) or for special purposes (e.g., disadvantaged, handicapped, research, etc.). Although the categorical approach has directed support to areas in need of attention, they have tended to promote excessive paperwork and are costly to administer at state and local levels. The net effect is that the implementation of these programs has restricted them from meeting the legislative intent of Congress.

Some consolidation is apparently needed, and Parts C, D and I, and G and H are prime candidates. However, we would urge that Congress consider a more efficient method for determining categorical and set-aside funding levels for vocational education that reflects actual demonstrated needs yet allows for flexibility based upon the unique characteristics of each state and locality.

VOCATIONAL EDUCATION ADMINISTRATION

The administration of public vocational education at the state level is provided through at least three agencies—the State Board of Education, the Board of Governors of the California Community Colleges, and the California Manpower Services Council. The Advisory Council is concerned about the growing cost of administration and other indirect services required to deliver quality vocational education programs in California. The Council strongly supports the expansion of educational opportunity to greater numbers of citizens, but it cannot condone an unnecessary proliferation of independent vocational education delivery mechanisms (state and federal) that result in inefficient use of the available resources. Such resources could be better expended in support of an articulated delivery system that closely approaches the goal of equal educational opportunity and that reduces unnecessary duplication of effort. It would appear that a single state agency could more efficiently and effectively manage the delivery of all education and training required for employment.

At the federal and state levels, the independence and different directions of vocational education and manpower is a growing concern to the Council and vocational educators. The development of additional funding sources for vocational education as contained in the Educational Amendments of 1972 (PL 92-318), the Comprehensive Employment and Training Act of 1973 (PL 92-203), and the Educational Amendments of 1974 (HR 69) are good examples of our difficulty in putting it all together. It is suggested that this would require both federal and state leadership to influence an articulated, comprehensive delivery system for vocational education.

RECOMMENDATIONS

In conclusion, the Vocational Education Amendments of 1968 have resulted in an expanded and improved vocational education program in California: Many Californians are benefitting and are appreciative of the national commitment to and financial support of education and training required for employment which is provided by these amendments and other federal legislation. The California Advisory Council on Vocational Education and Technical Training would like to make the following recommendations for improvements in vocational education legislation:

1. Forward and increased funding be provided for vocational education programs in order to more effectively and efficiently serve the needs of people.
2. A more equitable method of allocating funds to the state be developed, and that the distribution of funds within the states be distributed in accordance with: a. Expressed needs and funding requirements; b. Incentives be incorporated which reward efforts resulting in high numbers of students served.

3. New federal legislation for vocational education should influence more coordination and cooperation among all agencies involved in the delivery of education and training required for employment.

(*a*) Federal funding should be earmarked to influence more effective, extensive, and coordinated planning activities at the state and national levels.

(*b*) Statewide planning for vocational education should be improved with the following adaptations:

(1) The requirement for a State Plan for Vocational Education should be replaced with a requirement for an annually submitted assurance of compliance with the intent of all federal acts pertaining to education and training for employment, and

(2) Each state be required to develop an articulated planning process, including all agencies involved in the delivery of programs and services to people, and

(3) The planning process result in a coordinated and articulated state master plan for vocational education, and

(4) The requirements for a coordinated, articulated planning process and resultant master plan for vocational education be developed in consultation with the State Advisory Council, and

(5) The Advisory Council annually approve the state master plan and planning process rather than the federal government.

Chairman PERKINS. Thank you very much for your excellent testimony.

Mr. Kiser.

STATEMENT OF ROBERT KISER, MEMBER, IOWA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. KISER. Thank you, Mr. Chairman, and members of the subcommittee.

I am Bob Kiser.

I have been a member of the Iowa Vocational Education Advisory council for the past 5 years.

I represent the postsecondary educational institutions that offer vocational technical education on the council.

The remarks that I will make are representative of our 13-member council in Iowa.

I probably should point out at this time that our council is made up of seven members from business, industry, agriculture and the general public, and the other six persons represent various facets of education.

We formulated our opinions over the last 4 years by a series of field visits to 28 different high schools and postsecondary schools within the State of Iowa. We visited with approximately 350 students, teachers, administrators and board members during these visits and, in addition, the Council sponsored public hearings at which approximately 235 people had an opportunity to present their concerns to the council.

Specifically, we have been asked to speak to the area of cooperative and work-study education.

There is considerable confusion, even among the professionals in the interpretation of these two terms. They are not synonymous. The cooperative programs are used by school systems as a teaching technique for providing the student with employment skills and knowledge which prepare him for entry into a specific occupation.

The cooperative method of vocational instruction involves a combination of alternating periods of education and employment experiences coordinated by a teacher-coordinator within the school system. In a majority of cases, the cooperative student is paid a wage by the employer and the primary purpose of this is so that he will qualify for workman's compensation insurance in case he might be injured in his line of work.

Now, the work-study programs have been implemented for the purposes of dropout prevention. The low-income student participating in the work-study program is enrolled in a fulltime vocational program of instruction. Outside of his school work, he works for a public employer and is given a minimum wage, for his work with this particular public agency.

The public agency is then reimbursed with Federal funds channeled through the state educational agency.

I might go on to say that we believe that both cooperative and work-study serve two different facets of education and the funding for these should continue to be separated. We think that to combine these two aids into one particular aid may lessen the influence of cooperative education or maybe overemphasize the work-study program in some of the States.

Historically, Iowa has been one of the national leaders in using the cooperative method to prepare students for employment.

Within the data you have received, you have several graphs and charts which indicate that the infusion of part G funds, especially in the State of Iowa, since 1972 has markedly increased the enrollment of students who are taking advantage of cooperative type programs in both the secondary and postsecondary schools.

Medium and larger school districts have implemented more cooperative programs.

We have been starting cooperative programs at the rate of 15 a year. From the data that we have, it seems that the State of Iowa could expand programs at a rate of 15 per year, for the next 6 years before the potential for programs would be met in the medium and large secondary schools of the State.

We wish to call your attention to a problem with the work-study funds. The number of students who are able to participate in the work-study programs are diminishing. The reason that the number of students are diminishing is that the salaries or the wages which the public agencies can pay these students is decreasing due to economic conditions. During the last 2 years many job opportunities paying higher wages were available in the private sector. This, in itself, is not bad; in fact, it is good. However in many of the public agencies we are able to obtain extra mileage, from the work-study funds. For example, in the institution which I represent we utilize many work-study students as teacher aides or assistants to instructors within the various vocational instruction programs. We haven't been able to hire enough students to assist the instructors. The services of work-study student supplement the program, increase the effectiveness of the instructors, and provide income for the low-income student.

We would urge the committee to take a serious look at the limitations governing the maximum allowance which may be paid to students involved in the vocational work-study program.

We have two or three other comments here which I would like to make regarding other elements in Public Law 88-210 and Public Law 90-576. I am sure that the committee has and will continue to be concerned with these.

During 1973, we considered the effect of the career concept on the teacher preparation institutions within the State of Iowa. We visited the three state universities and made a serious attempt to discover how the career concept was being implemented in the preservice program in these teacher preparation institutions. We found that little, if anything, was being done to introduce this concept in the regular teacher preparation programs at these institutions.

We would like to suggest that the 1975 vocational amendments contain a provision for specifying that preservice teacher education activities which qualify for grants under the acts be directed toward implementing the career education concept. I believe an amendment like this would apply to the 1972 higher education amendments.

We also hear from time to time that the State plans for vocational education, are compliance documents. Our State plan includes component parts which require us to consider the labor market needs and student interest in implementing and continuing our programs of vocational technical instruction. We believe that the State plan, is a desirable instrument because it provides a management approach to meeting the goals and priorities based on the needs of the population of the State.

Statewide planning is logical and necessary and should be a part of all education and not just vocational education. The planning concepts contained in P.L. 92-318, with The Higher Education Amendments are very important.

We also share Mr. Van Alstyne's opinions regarding the utilization of Part B funds, because we think in some of the States vocational and technical education offerings at the postsecondary and secondary level may not be in balance. There is a necessity to encourage the development of a balanced program keyed to the State needs at both the secondary and postsecondary levels.

We see no major problems with the 1968 amendments. We do not see the need for development of a completely new bill.

I want to thank the committee for listening to this testimony.

Seated on my left is Mr. Harlan Giese, who is the executive director of our council.

If the committee has any questions that they would like to pursue further, we will be happy to further your understanding.

[The prepared statement of Mr. Robert H. Kiser follows:]

PREPARED STATEMENT OF ROBERT H. KISER, MEMBER AND PAST CHAIRMAN OF THE IOWA VOCATIONAL EDUCATION ADVISORY COUNCIL

Mr. Chairman and members of the subcommittee, thank you for the opportunity to present information for your consideration as you deliberate on amendments to Public Laws 88–210 and 90–576. I am Bob Kiser, a member of the Iowa Vocational Education Advisory Council. I have been a member of this Council for the past five years, and I represent postsecondary educational institutions that offer vocational-technical education programs in our State.

The following comments are representative of the thinking of the thirteen members of the Iowa Council. I wish to point out that the representation of the Iowa Council consists of seven persons from business, industry, agriculture, and the general public, and six persons from education. The opinions of the Council members have been formulated during the past four years from information gained from field visits to approximately twenty-eight schools. During these visits the Council members have visited with approximately 350 students, teachers, administrators, and board members. In addition the Council has sponsored nine public hearings during the past four years at which approximately 235 persons have had the opportunity to express their opinions to the Council. Other data has also been collected by our staff for consideration by the Council.

We have observed that there appears to be some confusion, even on the part of professionals in education, about the terms "cooperative" and "work study". These terms are not synonomous. Cooperative programs are used by school systems as a teaching technique for providing the student with employment skills and knowledge which prepares him for entry into an occupation. The cooperative method of vocational instruction involves a combination of alternating periods of educational and employment experiences coordinated by school personnel. In the majority of cases the cooperative student is paid a wage by the employer so that the student receives the benefit of workmen's compensation insurance coverage in the event of an injury.

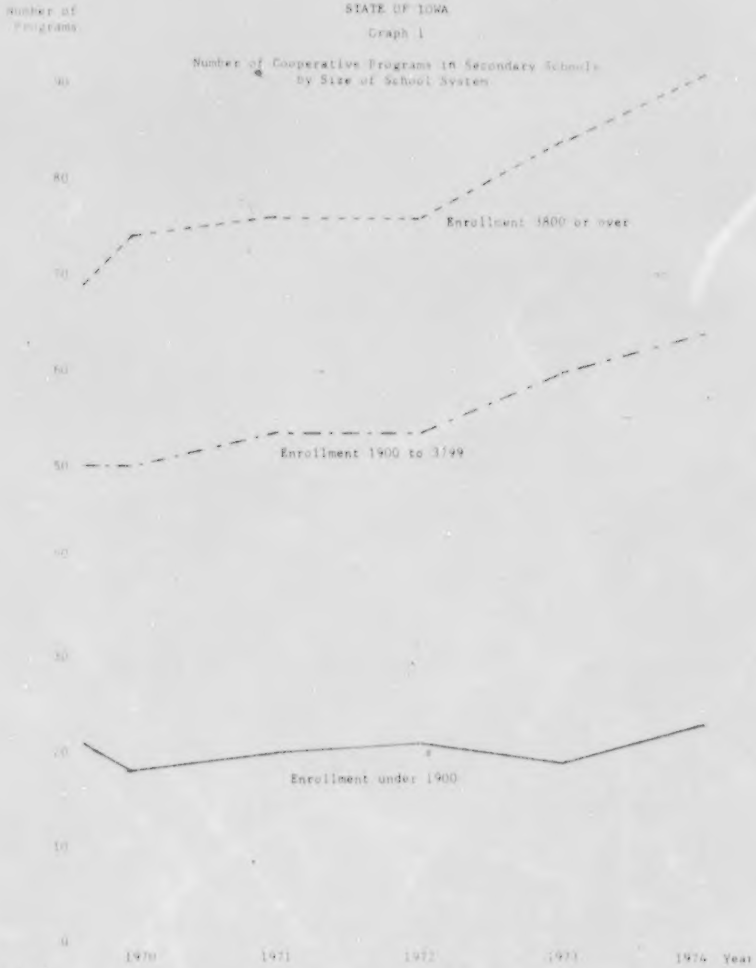
Work study programs have been implemented in schools for purpose of dropout prevention. The low income student participating in the work study program is enrolled in a vocational preparatory program taught in the school facility. The student from the low income family is given a wage earning job, outside of school hours, with some public agency. His salary is paid by the public agency who in turn is reimbursed with federal funds channelled through the State Education Agency.

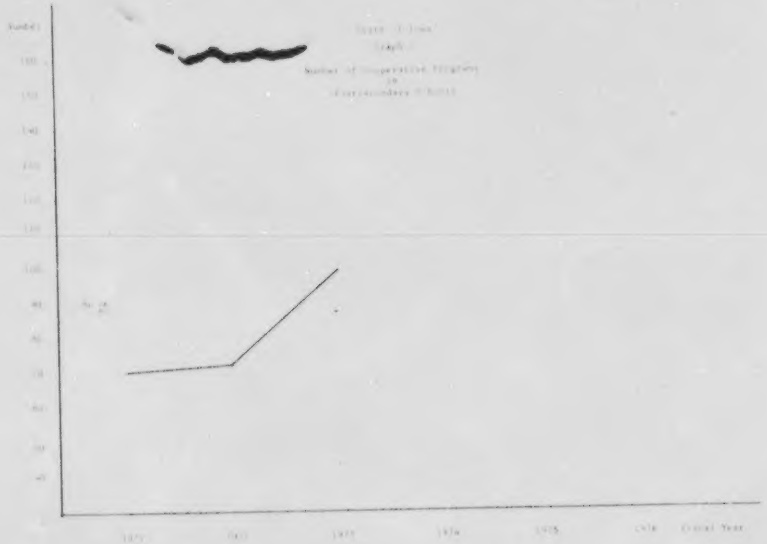
Historically, Iowa has been one of the national leaders in using the cooperative method to prepare students for employment. Numerous programs were operational even prior to the 1963 Vocational Education Act. During the period of 1963 through 1968 the number of new programs implemented annually was approximately equal to the annual expansion prior to 1963. The same is true for the period from 1968 through 1972. From 1968 through 1972 Part G, (90–576) funds were being used to reimburse existing programs where enrollments had grown. Following a 1972 U.S.O.E. clarification on the use of Part G funds, an increase in programs occurred which is illustrated by the graphs 1 and 2. The increased growth of programs in 1972, 1973, and 1974 is illustrative of the effect of categorical grants to states. Funds for specific purposes do motivate action which provide programs to meet student needs.

STATE OF IOWA

Graph 1

Number of Cooperative Programs in Secondary Schools by Size of School System

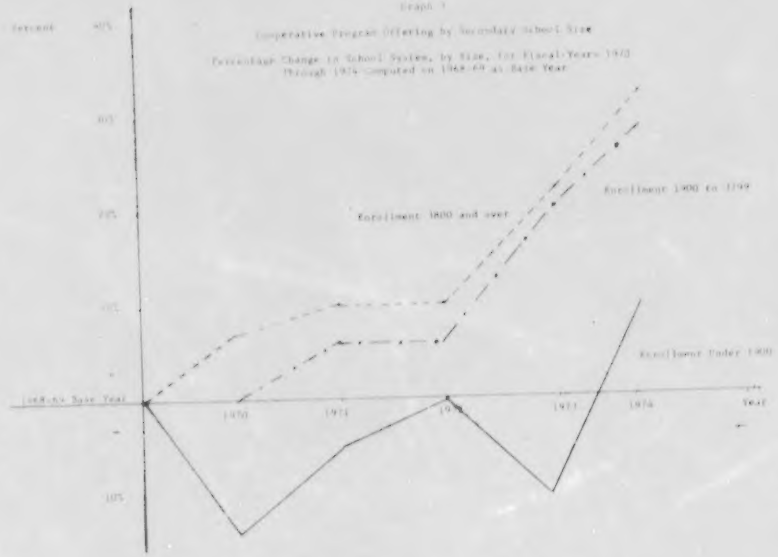




State of Iowa

Graph 2

Number of Cooperative Programs
in
Postsecondary Schools



State of Iowa

Graph 3

Cooperative Program Offering by Secondary School Size

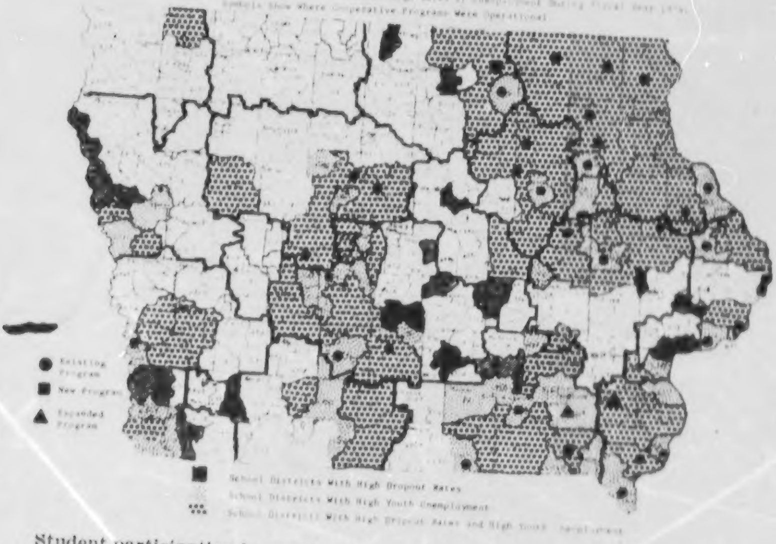
Percentage Change in School System, by Size, for Fiscal Years 1970
Through 1974 Computed on 1968-69 as Base Year

The Council has prepared a third graphical illustration relating to statewide cooperative programming. Graph 3 illustrates that on a percentage basis smaller secondary school systems, for the period from 1968 through 1973, tend to be less likely to implement cooperative programs. Your attention should be called to the marked increase in percentage of offerings from 1973 to 1974 when compared to the base year. We are developing an analysis for the Department of Public Instruction which identifies the greatest potential for new program implementation based on student population, and county economic factors. This may be of assistance to them in directing staff consulting efforts to maximize the establishment of new programs where there is greatest deficiency. Some problems in cooperative program implementation relate to the need for reorganization to larger school districts in the State. However, local interest resists this kind of proposal and for this reason new programming approaches including joint efforts by neighboring school districts could create an even further expansion of cooperative programs in the small school district.

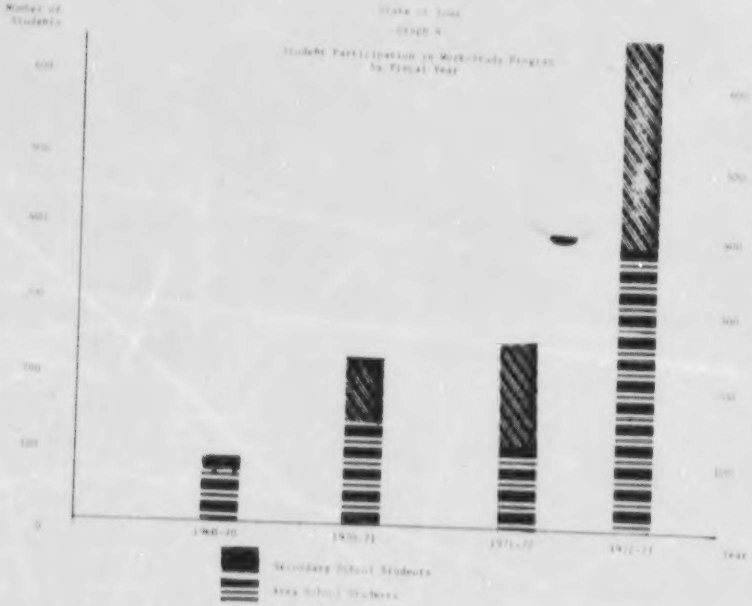
Preliminary estimates show that approximately 90 new cooperative programs could be implemented in the medium and larger size schools in Iowa. According to past experience, the State Education Agency has been able to motivate the implementation of fifteen new programs annually during the years of aggressive effort. Considering this, the state staff would have sufficient work for six years to meet this need. The above estimate of new programs does not include the potential for new programs which could be established in the smaller schools located in counties with sufficient economic base to support cooperative programs.

Continuation of categorical aid for cooperative programs is justified in one state which has a comparatively small population and a comparatively large number of cooperative programs. Map 1 illustrates the potential growth in areas which have high youth unemployment and high student dropout.

STATE OF IOWA
Map 1
School Districts With High Dropout Rates and High Rates of Unemployment During Fiscal Year 1974;
Symbols Show Where Cooperative Programs Were Operational


● Existing Program
■ New Program
▲ Expanded Program
■ School Districts With High Dropout Rates
░ School Districts With High Youth Unemployment
▒ School Districts With High Dropout Rates and High Youth Unemployment

Student participation in work study programs in Iowa has increased every year during the past four fiscal years. This is a healthy situation. Graph 4 reveals that more students of postsecondary age have become involved in work study type programs, particularly during fiscal year 1973. Council field visits with school administrators and teachers during fiscal year 1974 have revealed that there is a decrease in interest in this type of program. This is primarily due to the students ability to more readily obtain employment in the private sector. These persons have also reported that constraints on the amount of funds that may be paid to the individual students for public employment under the work study program makes it more advantageous for the student to find employment in the private sector. Employment of low income students in the private sector achieves the same goal as the use of work study funds. We should point out, however, that were these same students employed in the public sector through the use of work study funds a dual objective would be achieved. The second objective would be the improvement of instruction through the hiring of students as instructor aids or in other jobs to provide improved services to the local community. Serious consideration should be given to updating the laws and rules and regulations governing maximum allowance which may be paid to students involved in the vocational work study program.



We have several other comments that we wish to call to the attention of the committee which do not relate to cooperative and work study programs. This Council's 1973 Annual Report called attention to the need for adjusting pre-service teacher education activities to the career education concept. We found that little was being accomplished in the institutions of higher education toward this purpose. We suggest that the 1975 Vocational Amendments contain a provision for amendments of the 1972 Higher Education Amendments specifying that pre-service teacher education activities which qualify for grants under that act be directed toward implementing the career education concept.

This Council has been told that the State Plan for Vocational Education is a compliance document. The State Plan includes component parts which require the identification of labor market needs and student interest. These data are used in formulating a plan for program implementation within the State. It is this Council's opinion that the requirement for the State Plan should be retained in any new legislation because it provides a management approach to meeting goals and priorities based on the needs of the population of the State. Statewide planning is logical and necessary and should be a part of all of education and not just vocational education.

The 1968 Amendments required that a percentage of Part B funds shall be devoted to vocational and technical programs offered at the postsecondary level. During the succeeding six years it has become evident that the wording in the law should be changed to encourage a balance of programming keyed to states needs at both the secondary and postsecondary level.

Finally, the Council sees no major problems with the 1968 Vocational Amendments. It may be necessary to rewrite some sections of the amendments but a complete new bill does not seem necessary.

Chairman PERKINS. Thank you very much.

Do you wish to make any comment?

Mr. GIESE. Not at this time unless you have questions.

Chairman PERKINS. Mr. Stone, we will hear from Kentucky.

STATEMENT OF T. K. STONE, CHAIRMAN, KENTUCKY ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. STONE. Mr. Chairman, and members of the committee: I am T. K. Stone from Elizabethtown, Ky.

As I listened to the testimony by these other people, I get a little scared. I am half-scared to start out with. I feel more so because they are the so-called experts in this field and I am not.

Around this table, I am the only unpaid member of this group who is talking today. You will be able to tell that as you listen to my testimony.

But, I bow to nobody in the sincerity of the plea that I make today in the name of vocational education.

As I start, the trend of this thing will indicate to you that it does not have much relevance to what we are talking about, but I have chosen to do it in a particular kind of way and I hope you fellows will bear with me until I get through.

Before I left, I told the folks back home where I was going. They said, "Those Congressmen won't pay any attention to you. They won't listen to you."

You are up there talking now, so you probably are not listening now, but up until now you have been listening.

I have worked at the First Hardin National Bank in Kentucky since 1971. Prior to that time, I spent some 40 years as a teacher, coach and superintendent of public school systems of Kentucky, during which time, and this is from the heart, I developed a strong feeling of awe and respect for the members of the legislative bodies that govern our United States. These feelings have remained constantly through the years. I am not looking for a job. I am saying this from my heart.

During this period of time, I taught in the public schools and taught American Government and history. I contacted hundreds and actually thousands of students. I have tried through the years to instill that same feeling of respect and awe for the Members of Congress that I have. Never in my wildest dreams did I ever imagine I would be here, myself, appearing before a group such as you to support a plea for such a tremendously important segment of our education program as I do today.

As a student, I never took a vocational class, not one. As a teacher, I never taught a vocational class, not one. In college, I never took a vocational class, not one. So, when I became superintendent of schools, I really wasn't "gung-ho" on vocational education. I found out pretty soon after I took my job that society's emphasis was not on vocational education but was on preparing youngsters for college with comparatively little attention given to whether or not they ought to go to college. The idea seemed to be to get them ready to go to college.

So, it behooved the school superintendent who wanted to keep his job to get them ready for college. So, I tried to do just this, and with some degree of success I trust because in the last years of my administration some 60 to 85 percent of our graduates were going on to institutions of higher learning.

We were told this was great and our accreditation at State and at regional levels reflected it in higher rankings.

Quality education and the pursuit of excellence we proclaimed proudly. But something began to bother me a few years ago, a nagging question kept popping up in my mind, and I kept pushing it back hoping it would go away. It is kind of like a termite; it wouldn't go away.

The question—actually, it was three questions: No. 1: What were we doing for the 40 percent of the kids who didn't go to college?

No. 2: What were we doing for the dropouts?

No. 3: What were we doing for the 60 or 70 percent of the kids who did graduate and go to college and then didn't finish college?

I say, in effect, the question that was bugging me was: What were we doing to help those kids earn a living? This bugged me considerably because when I started my career as superintendent I put a little 3-by-5 card on the desk in front of me where I could look at it every day and it could look at me. On that little card I had 10 words in which I have condensed my philosophy of education and my goal as a schoolman. Those 10 simple words were these:

"For every child—all that he is capable of becoming."

That is all I wanted to do.

That is not a bad philosophy; that is not a bad goal Mr. Chairman, for you who had a destiny in the way of education in this country and for me as a little superintendent in Elizabethtown, Ky.

Well, that sounded pretty good.

It finally dawned on me as this question kept on bugging me that I was in the shape of a fellow who was not practicing what he had been preaching. So, I got busy and, to boil down the efforts of several years in a few words, we were able, through money provided by you and your predecessors, to get us a brand-new vocational extension center in Elizabethtown.

I said, hot dog, now our problem is solved, or so I thought.

Not so, and this is interesting.

My own high school, it developed, had only 39 students who wanted to enroll in our beautiful, functional, new vocational school. Frankly, it took a little arm-twisting and a little baseball bat here and there to get 39 to enroll. The story is pretty much the same in the other high schools which our extension center was supposed to serve.

The total enrollment was much less than we had hoped and expected. The battle to overcome the status symbol of college-bound youngsters and to remove the stigma of the blue-collar vocational-bound student had polarized. I tell you, it almost polarized me at that time, too.

But our school people and you folks and society, I suspect, with some indirect help from organized labor, has turned the thing around.

On September 19 of this year, Thursday of last week, I checked with our local high school people to find that we had about our usual number of students to enroll in the vocational school there but the different thing was that there were 43 others who wanted to enroll but couldn't. They were turned away. There was no room at the inn. This situation included only 11th and 12th graders.

I was told that if the 10th graders had been able to enroll, as regulations now permit, there would have been at least 50 others turned away, most likely more than 50, the school people told me.

I wondered if this was just peculiar to one little high school in Kentucky. So, I got on the telephone; it took about 2 hours to do it. It revealed that in our fifth region with 13 high schools, there were 1,049 enrolled in the vocational schools of that region with a total of 285 11th and 12th graders who wanted to enroll but couldn't. They were turned away. There was no room at the inn. And 545 more 10th graders who wanted to enroll but who had no chance at all. Now, that 545 was a conservative figure.

This means that in one little corner of one State in these United States, the State of Kentucky, this year there were 830 high school youngsters who were denied the opportunity to learn how to make a living. Now, nobody wanted to deny them this opportunity. There was just no room at the inn.

And this, when the enrollment figures of the total high schools of our state were decreasing while the number of students who wanted to take vocational education was increasing.

Well, this told me a story.

The stigma of the blue-collar worker, it seems to me, is going by-by. I am sure you have read, as I have, that in America we have the highest unemployment of any nation. Like it or not, we are living in the technological and industrialized age and I am constantly being told that industry has little to offer the young worker without a skill. They have no place for them. Industry in our area continues to call on us to help them train and retrain their people and we continue to fall short in our efforts to meet this request.

Now, we had previously submitted our report to you folks about the story in Kentucky. If you have done your homework, and I assume you have; if you have not, you can; you have access to material but there is one little statistic I want to insert.

In 1968–69, of the total high school enrollment in our State, 17 percent of those youngsters were involved in vocational education gainful employment. In 1972–73, just 5 years later, that percentage had increased to 32 percent, almost double in a 5-year period.

Now, I am not naive enough to believe that the things I say to you today have not been said to you many times before orally or in print. But we think it is the type of thing that needs to be said, as President Roosevelt said at one time, again and again and again.

I came across a booklet the other day whose contents and title shook me. I don't have time to tell you about the book but the title pretty much tells the story. The title "The Youth We Haven't Served." Really, it is they for whom I speak today, knowing full well, as you know, that, as we serve them we also serve all society.

John W. Gardner said it real well: "If we believe in individual dignity and responsibility, then we must do the necessary, sometimes expensive, often complicated things that will make it possible for each person to have a decent job if he wants one."

I honestly don't know how much additional money it will take to finance the total education program. I don't know. I hope you don't ask me that question. I just know the need is there. I see it every day. I talk to the teachers; I talk to the parents; I talk to the kids. I know how they feel as they walk away from being unable to get in that place where they can learn how to make a living.

I think I know where a lot of those kids are going and I would rather not talk about that.

In closing, may I repeat my previous statement of early and continued feeling of awe and respect that I have for you and your fellow legislators. I have only a real faint idea of the demands that are made on you folks from time to time. I know it is tremendous.

As I have talked to my Congressman Bill Natcher through the years, he has done a good job of convincing me that the requests I make of him are not the only ones on which he has to make decisions.

Our purpose today, as the kids back home say, is to try to tell it like it is and have the faith and the hope that you folks in your deliberations will remember those 10 little words in that slogan that sat on my desk for so long:

"For every child, all that he is capable of becoming."

I would hope that that would be the collective philosophy for all of us and for all of you folks in Kentucky.

We are grateful for what you have done already. We believe that you believe in our cause. I know you do. As far as I am concerned, I feel that you are going to make the effort to do all you can with what you have to do with and really no man can ask more than that.

In summation, may I say these few words?

If you forget everything else I have said, and you probably will, I sincerely hope that you will remember this: You have put together in the Vocational Education Amendments of 1968 a tremendously effective vehicle within the framework of which we as advisory councils throughout the country can work in getting the pulse of the people of the country, the people who are going to send their kids to these schools.

We think we can work in getting the pulse of them, working with the Department of Education, with the expertise of the Bureau of Vocational Education in our States. We believe that we can help to refine and improve the total program within the framework of the legislation that you already have, in an advisory capacity, I would like to stress, not administratively. We don't want to run the ship.

The basic structure of the present legislation does not, in our opinion, need to be altered.

What we need, what we really need, what we desperately need, gentlemen, is more room at the inn.

Thank you.

Chairman PERKINS. Thank you very much, Mr. Stone.

I notice you are accompanied by other members of the advisory councils from other States.

We will hear now from Mr. Cook from Maryland.

[The prepared statement of Mr. T. K. Stone follows:]

PREPARED STATEMENT OF T. K. STONE, CHAIRMAN, KENTUCKY ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. Chairman and members of the committee, I want to explain to you why I'm here today—and to do it best, I must tell you a little story. If you will be patient, I think the point I'd like to make will develop as the story unfolds. It may differ from the usual pattern of statements made before you and it may even be contrary to protocol: But I yield to no one in the sincerity of my plea.

I am T. K. Stone, Chairman of the Kentucky Advisory Council for vocational education and presently connected with the first Hardin National Bank in Elizabethtown in the department of customer relations and business development.

Prior to my affiliation with the bank, I spent some forty years as teacher, coach, principal, and superintendent in the public school system of Kentucky during which time I developed strong feelings of both awe and respect for the legislative bodies of our Nation's government and these feelings have remained constant and strong through the years.

During this period of time, I have had contacts with hundreds, yes, literally thousands of students and have tried diligently through the years to instill the same feelings in their thinking—never dreaming in my wildest fantasies that one day I would be appearing before such a group as you—making a supportive appeal for a phase of education in which I have become tremendously interested.

As a student, I never took vocational education classes—either in high school or college—and as a teacher, I never taught in this area and when I became superintendent, I soon learned that society's emphasis was on preparing youngsters for college—with comparatively little attention being given to whether this was really the direction they should take. The idea was—get 'em ready for college.

So it behooved a school superintendent to get 'em ready for college—which I proceeded to attempt to do. With some degree of success, I trust—approximately 60 percent to 65 percent of our graduates were going on to institutions of higher learning. We were told that this was great and our accreditation at State and regional levels reflected this so-called progress in higher rankings. Quality education and the pursuit of excellence we proudly proclaimed.

But something began to bother me a few years ago. A nagging little question kept popping up in my mind—and I kept pushing it back, hoping it would go away. But termite-like—it refused.

The question—actually, it was three questions: (1) What were we doing for the 40 percent who didn't go to college? (2) What were we doing for the dropouts? and (3) What were we doing for the 60 percent or 70 percent or 80 percent of those who did enter college but didn't finish? In helping them to earn a living, that is.

This bugged me—no end—because early in my career, I had placed a little 3 x 5 card in a prominent spot on the desk in my office where I could look at it—and it at me every day. It had on it my philosophy and my goal stated in ten simple words—"For every child—all that he is capable of becoming." Not a bad philosophy—not a bad goal—for anyone—for everyone who carries a bit of the responsibility of educating our people.

Yes, it sounded good—but it finally dawned on me that this was a classic example of one not practicing what he was preaching.

So, I got busy—and to boil down the efforts of several years into a few words—we were able, through monies provided by you or your predecessors to establish a vocational extension center in our community.

Now our problem was solved—or so I thought. Not so. My own high school, it developed, had only 39 students who wanted to enroll in our beautiful, functional new facility. And, frankly, it took a little armtwisting to get that many.

The story was pretty much the same in the other high schools which were to be serviced by our vocational center. The total enrollment was much less than we had hoped and expected.

The battle to overcome the status symbol of college bound youngsters and to remove the stigma of the blue collar vocational school bound student had polarized. And it almost polarized me.

But our school people—and society—with perhaps some indirect help from organized labor and perhaps, even, just a trend of the times—has turned the thing around. On September 19, just Thursday of last week, I checked with our local high school people to find that we had about our usual number of students to enroll (44) but 43 others wanted to enroll but couldn't. They were turned away—there was no room at the inn.

And this situation included only 11th and 12th graders. I was told if the 10th graders had been able to enroll (as regulations now permit), there would have been at least another 50 turned away—most likely more than 50.

I wondered if this was just peculiar to our high school. A telephone survey that took only about an hour or two—revealed that in our 5th region (with 13 high schools) there were 1,049 enrolled in the vocational schools of that region with a total of 285 11th and 12th graders who were turned away (there was no room at the inn)—and 545 more (10th graders) who wanted to enroll—but who had no chance at all. (This 545 was a conservative figure, the school men said.) This means that in one little corner of eight counties in Kentucky—830 high school youngsters were denied the opportunity to learn how to make a living—nobody wanted to deny them this opportunity; there was just no room at the inn. And this, when the enrollment figures of the total high school was decreasing—while the number of students who wanted vocational education was increasing.

The stigma of the blue collar worker—so long a road block, it seems to me—is going bye-bye.

I'm sure you have read, as I have, that in America we have the highest unemployment of any nation.

Like it or not, we are living in a technological, industrialized age—and, I am constantly being told, industry has little to offer the young worker without a skill—and industry continues to call on us to supply trained workers and retrain others and we continue to fall short in our efforts to meet this request.

For the record, I would like to insert one single statement to make it crystal clear that I in no way desire to belittle the value of college and university training. After all, it was that which gave me the opportunity to qualify myself for a useful life of service to mankind—and without which I would not be here before you today.

We have previously submitted to you our report on the impact of the 1968 Vocational Education amendments on Vocational Education in Kentucky. We spent a considerable amount of time in the gathering and preparing of this report—and it tells the story real well. The figures are in it—and if you have done your home work and I'm sure you have—you know what's in it—or at least have access to it.

It is my desire to in a different manner of presentation to make it a little more personal and meaningful. But let me cite you just one brief statement of figures: In 1968–69 of the total high school enrollment 17 percent of them were enrolled in Vocational Education gainful employment. In 1972–73 of the total high school enrollment, 32 percent were in gainful employment. Perhaps that helps to explain why there is no room at the inn.

I am not naive enough to believe that what I say to you today has not been said to you many, many times before—orally and/or in print. They are the things, however, that we believe need to be said again, and again and again.

I came across a little booklet the other day whose title and contents "shook" me no little. Time does not permit a discussion of the contents—but just the title itself pretty much tells the story. The title: "The Youth We Haven't Served."—

Really, it is they for whom I speak today. Knowing full well, as do you, that as we serve them—we also serve all society.

John W. Gardner has said it well, "If we believe in individual dignity and responsibility—then we must do the necessary, sometimes expensive, often complicated things that will make it possible for each person to have a decent job—if he wants one."

I honestly don't know how much additional money it will take to finance the total vocational education program as we feel it needs—perhaps only a reallotment—or a reshuffling of funds is necessary—I don't know—I just know the need is there—I see it—I talk to the teachers—the parents—the kids themselves. Vocational Education, in my humble judgment, is an idea whose time has come.

In closing, may I repeat my previous statement of an early and continued feeling of awe and respect for you and your fellow legislators. I have only a faint idea of the tremendous demands that are made of you for all kinds of services and facilities—(I have talked to my Congressman Bill Natcher on numerous occasions through the years and he's done a pretty good job of convincing me that my request was not the only one his committee had to consider).

Your record in developing a sound vocational education program in our United States is a success story of no mean proportions—for that all of us here today are grateful.

Our purpose—at least my purpose today, is to—as the kids back home say—just try to tell it like it is—and have the faith and hope that you will in your deliberations remember the little ten word slogan that was on the card on my desk for so many years—"For every child—all that he is capable of becoming." This must be the collective philosophy and goal for all of us.

We are grateful for what you're doing—we believe that you believe in the cause for which we plead today and I for one, Honestly, feel you will make the effort to do all you can with what you have to do with. Really, no man can ask more.

In summation, may I say these few words and if you forget everything else I have said I sincerely hope you will remember this:

You have put together—in the vocational education amendments of 1968—a tremendously effective vehicle—within the framework of which we as advisory councils, in getting the pulse of the general public, and working in conjunction with the State Board of Education, the State Department of Education, and more specifically with the expertise of the Bureau of Vocational Education—we believe we can help to refine and improve the total program—in an advisory capacity that is—not administratively—we do not want to run this ship.

The basic structure of the present legislation does not, in our opinion, need to be basically altered.

What we need—what we really need—what we desperately need is more room at the inn.

It has been a great honor and thrill for me to appear before you on this occaasion and I shall be eternally grateful.

Mr. Chairman and members of the committee—as Perry Mason would put it—"The defense rests."

STATEMENT OF ROBERT COOK, CHAIRMAN, EVALUATION COMMITTEE, MARYLAND STATE ADVISORY COUNCIL

Mr. Cook. Thank you, Mr. Chairman.

Gentlemen, I am Bob Cook of the Maryland State Advisory Council on Vocational Technical Education, and I am pleased to appear before you as a spokesman for the Maryland council.

I am an economist and director of a private nonprofit corporation. I don't know whether I should admit to be an economist in today's market. It may lead to questioning the credibility of what I have to say here.

Like Mr. Stone, I am not paid for serving here. I am a member of the council. But it is very important work and I am glad for the opportunity.

We have also entered a written statement for the record.

First, in my statement we believe the Vocational Education Amendments of 1968 are good legislation, that they do much to upgrade the educational programs in our State. But there is still much to be done.

We feel that we can be substantially assisted in doing this by new Federal legislation.

We believe that the problems which I will enumerate now are deserving of your attention and we respectfully recommend that you enact this legislation so that it will address these problems.

A serious imbalance exists between the education system and the needs of our society as measured by employment requirements, labor force composition—that is, in Maryland. We understand the same serious imbalance in approximately the same percentages exists on a national basis. Specifically, 45 percent of Maryland students are enrolled in 4-year colleges or professional programs. The demands of the labor force market project a need for only 16 percent of that 45 percent; quite an imbalance.

Only 34 percent of our students are preparing for a skill or trade or middle manpower jobs in vocational education programs while 79 percent of the available jobs are in that market.

Twenty-three percent of all secondary students are still enrolled in general high school programs and, as someone has already said, there is very little opportunity for this group in the job market.

Our supporting written statement illustrates this serious imbalance by the use of graphic balance scales. As a result of this mismatch between the educational system and the world of work, educational dollars are being spent for the wrong things. Student expectations are not fulfilled and this results in serious frustrations and this generates a whole host of socioeconomic problems with these students and young people.

Students are forced to accept jobs very different from their training and aspirations.

I just found that that we have many, many college graduates returning to vocational-technical schools or apprenticeship programs to learn a trade or skill so that they can earn a living which their college preparation did not prepare them to do.

There is a very high unemployment rate among students untrained for the available jobs, especially the general students and dropouts.

The apparent reasons for these serious imbalances and resulting problems is the overemphasis placed on professional training and on 4-year college education as others at this table have indicated. This is the fault of all of us. Probably we as parents are most guilty. However mistaken or misguided, we, as parents in America, almost universally aspire to have our children go to college and be a doctor, lawyer, or engineer. Then this problem is compounded by almost a complete lack of career education and the breakdown of the guidance counselor system especially as it relates to vocational-technical training.

Just a few examples we have found in studies that our advisory council has conducted:

Less than 50 percent of the high schools in the State of Maryland provide any vocational guidance for students. Counselors constantly emphasize the needs of the college-bound student to the detriment of the vocational student. Counselors are, for the most part, quite ignorant about vocational and technical careers. There is very little literature or other information on vocational-technical occupations to be found in the typical high school, at least in my State.

Well-meaning counselors are always burdened with noncareer-counseling duties. Counselor education programs in the State of Maryland don't even require a single course in vocational counseling. In one survey, only 6 percent of the students said that their counselor helped them find work. Sixty percent of the students in our State recognized the unmet need for career counseling.

A random survey of the general public that we did in our State shows that 90 percent believe that the schools should be active in career guidance and 70 percent believe that the school should take an active part in planning the child's education toward a job. Over 50 percent think that the school system should place its graduates in jobs at the high school level.

A few specific recommendations based on our explorations in Maryland:

We believe that there should be greater funding for career development programs, for vocational guidance, counseling and placement. We believe that through certification counselors should be schooled and qualified in the vocational-technical career fields. We believe that we should use support personnel and that funds should be made available for these persons, trained in areas other than education, for placement, counseling, and followup, for providing information to students on vocational-technical careers and in administering tests and other programs.

The State educational institutions should be encouraged to develop programs in career guidance and encouraged, required, if possible, that all school systems have a staff or staff person responsible for career education and development without a host of conflicting duties, and that the schools at the high school level provide job placement and followup service.

Our executive director commented to me this morning that he knows of no college that doesn't have a placement service and he knows of no high school that does.

We think that a recommendation should be to take steps to insure that students are made better aware of the wide variety of careers available to them. They can't select an occupation if they don't even know that that occupation exists.

A few other recommendations not directly derived from the earlier testimony: We believe that it is necessary to eliminate the lag between new occupations which are emerging as a result of technological change in industry and the time that school systems begin to train students for these new occupations.

We believe that the vocational education teacher should receive more encouragement and be given more stature in order to attract people to the field of vocational education and to keep them in it.

On the Federal funding level, we believe that the elimination of the uncertainty of Federal funds should be eliminated by forward Federal funding. The uncertainty about Federal funds creates great frustration at the local school level.

We believe that the role of proprietary schools should be investigated to see what role they can play in providing vocational training for public school students. In some instances, it is probable that they can do the job better and cheaper than any public institution. One additional comment on the existing law is that the language in the act is not positive enough in respect to the proprietary schools.

We think that the State advisory councils should be continued and strengthened. We believe that they are doing a good job of bridging the gap between the professional educator, the employer, and the public at large.

We think that there should be some method to provide that local advisory councils are actively involved in occupational education by funding and mandate for the same reasons that you sustain State advisory councils.

That concludes my comments.

Because Maryland is quite close, we are fortunate in having not only our director, Mike Morton, but four other members of the Maryland advisory council here.

We will be happy to respond to questions.

Thank you for this opportunity.

That concludes my statement, sir.

[The prepared statement of Mr. George Lechlider follows:]

PREPARED STATEMENT OF GEORGE LECHLIDER, MARYLAND STATE ADVISORY COUNCIL ON VOCATIONAL-TECHNICAL EDUCATION

Mr. Chairman and members of the committee: I am George Lechlider of the Maryland State Advisory Council on Vocational-Technical Education. It is a real privilege for me to bring you the views of the Maryland Advisory Council.

Among the membership of the Council are persons from all walks of life as required by the law. Therefore, we have many divergent views and opinions expressed on the Council. Arriving at a consensus is not always easy. As one member excitedly stood up and stated to another member during a recent meeting, "By gosh, for the first time this year, I agree with you!"

In a study of *An Assessment of Vocational Education Progress in Maryland 1969–1972*, the Council found that "The Vocational Education Act Amendments of 1968 have had a significant impact on the development of Maryland's vocational education system, as can be seen in an examination of enrollment, expenditures, facilities, vocational guidance and career development, vocational teacher education, and the vocational-technical education data system."

In the period between 1969 and 1973 the total vocational enrollment has increased by 25%, at the secondary level 17%, and over 200% at the post-secondary level with a reported decrease of 9% at the adult level.

We are not unhappy with the 1968 Vocational Education Amendments. This is not to mean however, that everything is "rosy". The following testimony is addressed to still existing weaknesses in vocational education as have been identified by the Marylana State Advisory Council.

IMBALANCE IN EDUCATION OUTPUT WITH LABOR DEMANDS

In the Councils Fourth Annual Report a serious imbalance was identified between the education system and employment needs. Forty five percent of Matyland students are preparing for professional jobs when the labor demand is projecting a need of only 16% by 1980. Only 34% of our students are preparing for skilled and middle manpower jobs while the work force will accommodate 79% of the jobs in the category. Twenty three percent of our students are not preparing for any job while our work force will need only 5% unskilled labor. The implications are these:

1. A disproportionate amount of educational resources are invested in the professional labor supply as compared to the demand.
2. There is a serious imbalance between job expectations and job availability.
3. Many students will have to settle for jobs considerably different from their expectations.
4. The resources of our schools are not being expended in keeping with the needs of society.
5. High unemployment among dropouts and general students is due to the imbalance in job potential and the number of unprepared workers.

The reason for these serious imbalances is the overemphasis on professional and college level training and almost complete lack of career education and the breakdown of the guidance system as it relates to vocational-technical education.

The Maryland Advisory Council is concerned and would point out that the above data implies that:

1. Advisement and students and their career decisions are not based on reality.
2. There is a need for programs to develop a greater awareness of career opportunities for individuals throughout their educational preparation.
3. The allocation of educational resources needs basic alterations in keeping with the projected manpower needs of contemporary society.

Studies conducted by our Council point out the need to improve comprehensive vocational guidance programs.

A Study of Career Guidance in Maryland found that less than 50% of the high schools in Maryland provide vocational guidance to their students. A few of the reasons for inadequate vocational guidance include:

1. Lack of time and/or appropriate training on the part of the counselor.
2. Many counselors work primarily with middle class college-bound students while neglecting the lower class and disadvantaged students.
3. Lack of adequate vocational information on the part of the schools to present to students.
4. Overburdening of counselors with non-counselor duties.

Counselor training was found to be a prime reason that counselors were both unprepared and often uninterested in career counseling. State certification requirements for counselors was found to be a major factor contributing to poor vocational counseling. In a survey of past graduates from Frederick County, Maryland, high schools only 6% of the respondents said that their counselor had helped them in obtaining employment. As in most states Maryland does not require even one course in vocational counseling. A number of diverse programs have been designed in an effort to improve career guidance. These programs often include one or more of the following:

1. Utilization of existing community agencies (HEW, 1971)
2. More relevant use of testing (Loudermilk & DiMinico, 1969); (Tarrier, 1971)
3. Creation of specialized jobs for support personnel (Morton, 1970)
4. Development of more meaningful and relevant counselor training (Swain, 1971)
5. Institution of placement services in the schools (Gambino and Briant, 1969; Wehrwein, 1970)
6. Employment of audio visual and automated materials (Harris, 1970, Roberts, 1970)
7. Creation of special programs to assist the handicapped and disadvantaged student (Miller, 1968).

The use of support personnel trained in fields other than education was found to be a practice gaining greater acceptance among educators (APGA, 1968).

The discovery that differential staffing enables school systems to provide increased services in career guidance without increased cost was one advantage given for employing this method. Support personnel were found to be particularly useful in the areas of testing, data gathering, giving information and performing clerical duties.

As a means of assessing student needs in career guidance, 7,871 Maryland junior and senior high school students filled out a survey questionnaire. Over 60% of the students indicated a *present* need for career counseling.

In interviews with eight Maryland County Superintendents, this study found superintendents to support counselor specialization, counseling for vocational students and job development and placement. In response to the question, "What kinds of preparation and experiences would you like to see persons involved in vocational guidance have?" They included: vocationally related coursework, work experience, work internships and group counseling coursework. They also would like to see counselor certification requirements changed to permit entry of non-educators with work experience into vocational guidance, to require vocational experience by counselors, and to require that counselors take more than one course in the area of career guidance.

During interviews with heads of six counselor education programs in Maryland and the District of Columbia, it was found that only one course was offered in career guidance. The counselor educators did not agree on the use of support personnel to ease counselor load which would enable student service to be improved. It was apparent, however, that although they indicated vocational counseling to be one role of the school counselor, *no school* seemed to be adequately preparing its graduates to fill this role at this time.

In another study conducted by our Council "Public Attitudes Toward Vocational Technical Education in Frederick County," 559 random telephone and personal interviews were conducted. Ninety percent of those interviewed believed the school should be active in career guidance and 70% indicated that they believed the "schools should take an active part in planning each childs' education toward a job." The 8th or 9th grade was designated by about half as the point at which schools should begin providing students with vocational information. Over half of the participants also indicated that they would like to see the school system place its graduates in jobs. When asked if they would like to see the county school system spend greater amounts of dollars on job counseling, over half indicated affirmatively.

Although several innovative programs have been initiated in Maryland, it must be concluded that efforts to improve vocational guidance and counseling have not been especially productive. In spite of support from the Division of Vocational Education, the Advisory Council and others, vocational guidance and counseling remains very weak and the prospects for significant improvements are uncertain.

RECOMMENDATIONS

As you probably have noticed by now, one thing all the Council members agree upon is that vocational guidance needs more attention than it received in the Vocational Amendments of 1968. After taking into consideration information gathered in four reports written and published by the Maryland State Advisory Council on Vocational-Technical Education, we submit the following recommendations for your consideration on vocational guidance and counseling in drafting the new vocational education amendments of 1975.

1. Provide greater funding for personnel in the area of career development, guidance, counseling and placement.
2. Encourage States to develop and maintain a state-wide occupational data system available to all school systems.
3. Encourage States to change the certification requirements so that counselors are required to take more than one course in the vocational areas.
4. Encourage recognition by certification of support personnel trained in areas other than education.
5. Counselor education programs should be encouraged to establish a major in career guidance, with appropriate courses.
6. Training programs should be offered in the schools and community colleges for support personnel. Areas in which support personnel might be trained are: placement and follow-up; vocational and occupational information; and [illegible]tional test administration and scoring.
7. Evaluate present guidance and counseling services now afforded by the school systems, particularly in view of student needs and their views on the services that they want offered. Each system should have a plan for career guidance with clearly stated program objectives.
8. Encourage all school systems to employ an individual responsible only for career development. This person would be responsible for ensuring that vocational guidance is provided in all schools and as effectively as possible.
9. Provide in-service training in career development for counselors already employed in the school system. If specialization was desired, one counselor from each school could receive the training. Training should stress practical application of knowledge.
10. Encourage each school system to provide interest and aptitude tests and meaningful interpretation of all secondary level students.
11. Provide placement and follow-up services for all students requesting the service including drop-outs. The most effective placement service would probably be operated on a system-wide basis. In this way the greatest number of job listings would be available for matching with the greatest number of students. Have available, current occupational information for student use.
12. Provide counselors and other personnel in a ratio that would allow all students to receive career guidance. Neither youth nor adults are able to select an occupation if they are not aware of the existence of that occupation.

Other areas of which we feel insufficient attention has been given by Congress in the 1968 Vocational Amendments are:

Research in emerging occupations resulting from the rapid change in technology is causing employment trends away from manufacturing to service oriented jobs. Education systems are lagging in the development of programs in emerging occupations.

Increased emphasis should be on professional development for vocational administrators and teachers. Every year in Maryland high school vocational programs are being closed for the lack of a qualified instructor.

One of the "crosses" vocational educators and in turn local school systems have been burdened with is the uncertainty of federal funds. We strongly encourage "forward funding" for vocational education.

Investigate the potential of utilizing proprietary schools to provide vocational training for public school students where such training is not currently available or where substantially equivalent training can be provided by the proprietary schools at a lesser cost.

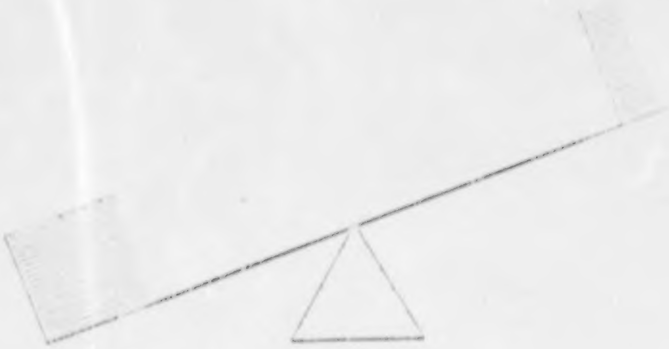
State Advisory Councils have proven to be of great value in broadening the outlook and understanding of the needs of the community for vocational and technical education. State advisory councils have made substantial progress in the short time of their existence in "bridging the gap" between the professional educator, the business community, and the public at large. For this reason, state advisory councils should be continued and the federal funds increased in support of these councils to enable them to be even more effective especially in the areas of research, public inputs to state plans and meaningful evaluation.

For the same reasons as stated above, Federal legislation should make some provision for stronger advisory councils at the local level by both funding and mandate or by encouragement by higher levels of funding where *local councils* are actively involved in the occupational education system.

Congress has assisted Maryland to achieve new heights in quality vocational education. The Maryland Advisory Council is committed to continuing improvement of vocational-technical education. In the 1968 Amendments, with the modifications, changes, and additional federal funding, we believe Congress will materially assist educational programs for our youth and adults and improve business and industry for our economy.

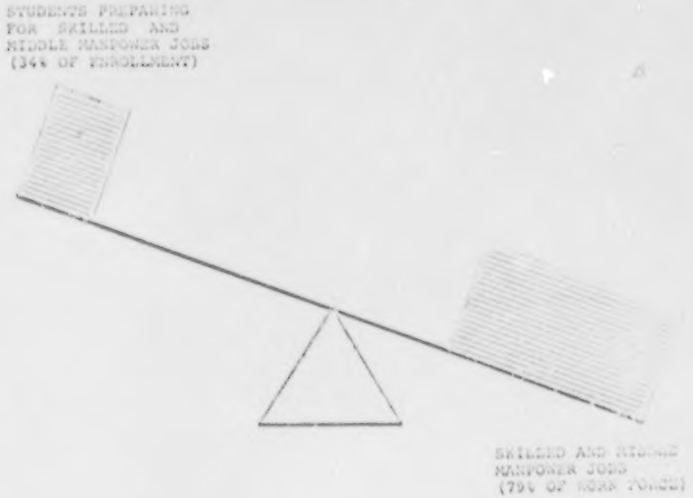
"PREPARING TODAY'S YOUTH FOR TOMORROW'S JOBS"

A COMPARISON OF THE PRESENT ENROLLMENT STATISTICS IN MARYLAND'S SECONDARY SCHOOLS WITH PROJECTED [illegible] [illegible] ACTIVITIES FOR 1980 SHOWS A SERIOUS MISALIGNMENT. IF WE ARE SERIOUS IN PREPARING TODAY'S YOUTH FOR TOMORROW'S JOBS, A MAJOR READJUSTMENT OF THE EDUCATION SYSTEM MUST OCCUR.


PROFESSIONAL JOBS
(18% OF WORK FORCE)
STUDENTS PREPARING
FOR PROFESSIONAL
JOBS
(45% OF ENROLLMENT)

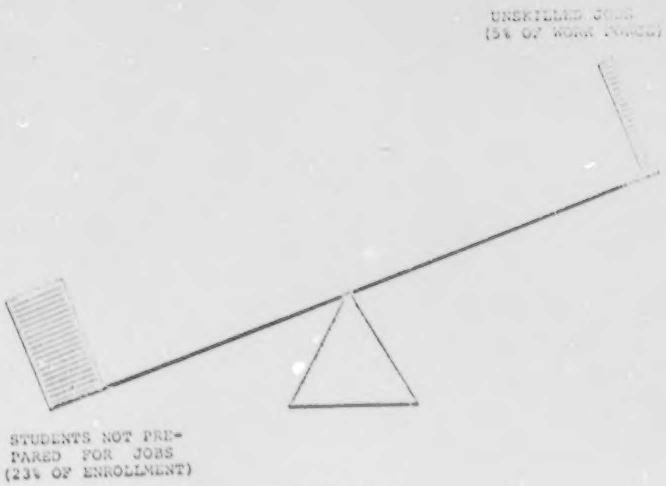
IMPLICATIONS

1. THERE IS AN IMBALANCE BETWEEN JOB EXPECTATIONS AND JOB AVAILABILITY FOR AN ESTIMATED 27% OF THE STUDENT POPULATION.
2. MANY STUDENTS WILL HAVE TO SETTLE FOR JOBS CONSIDERABLY LOWER OR DIFFERENT FROM THEIR EXPECTATIONS.
3. A DISPROPORTIONATE AMOUNT OF EDUCATIONAL RESOURCES ARE INVESTED IN THE PROFESSIONAL [illegible] AS COMPARED TO THE OTHERS.
4. ADVISEMENT AND STUDENTS' DECISION-MAKING PROCESSES ARE NOT BASED ON REALITY.


STUDENTS PREPARING
FOR SKILLED AND
MIDDLE MANPOWER JOBS
(34% OF ENROLLMENT)
SKILLED AND MIDDLE
MANPOWER JOBS
(79% OF WORK FORCE)

IMPLICATIONS

1. THERE IS AN ABUNDANCE OF OPPORTUNITIES FOR THE AVAILABLE TRAINED WORK FORCE.
2. THERE IS A NEED FOR THE DOUBLING OF PERSONS PREPARED TO ENTER SKILLED AND MIDDLE MANPOWER JOBS.
3. THE RESOURCES OF OUR SCHOOLS ARE NOT BEING EXPENDED IN KEEPING WITH THE NEEDS OF SOCIETY.
4. THERE IS A NEED FOR PROGRAMS TO DEVELOP A GREATER AWARENESS OF CAREER OPPORTUNITIES FOR THE INDIVIDUALS THROUGHOUT THE PERIOD OF EDUCATIONAL PREPARATIONS.


UNSKILLED JOBS
(5% OF WORK FORCE)
STUDENTS NOT PRE-
PARED FOR JOBS
(23% OF ENROLLMENT)

IMPLICATIONS

1. LACK OF JOB OPPORTUNITIES FOR AN ESTIMATED 18% OF THE SCHOOL POPULATION.

2. THERE IS THE POTENTIAL FOR UNDEREMPLOYMENT IN TERMS OF CAPABILITY FOR A SUBSTANTIAL PART OF THE SCHOOL'S POPULATION WHO ARE WITHOUT TRAINING.

3. HIGH UNEMPLOYMENT AMONG DROPOUTS AND GENERAL STUDENTS IS DUE TO IMBALANCE IN THE JOB POTENTIAL AND THE NUMBER OF UNPREPARED WORKERS.

4. SCHOOL ADVISEMENT AND RESOURCE UTILIZATION NEEDS BASIC REALLOCATIONS IN KEEPING WITH THE APPARENT MANPOWER NEEDS OF CONTEMPORARY SOCIETY.

Mr. PEYSER. Thank you very much for your testimony.

Mr. Lopez from New Mexico, would you care to make some comments?

STATEMENT OF DANIEL H. LOPEZ, EXECUTIVE DIRECTOR, NEW MEXICO STATE ADVISORY COUNCIL

Mr. LOPEZ. Mr. Chairman, and subcommittee members, I am Dan Lopez, executive director of the New Mexico State Advisory Council on Vocational Education.

My council has asked me to make this presentation here today. They send their greetings, also their apologies for not being able to be present. The cost of transportation precludes them from being here today.

I will be very brief in my remarks.

I have submitted a copy of our testimony. I trust it will be entered into the record.

The particular portion of the 1968 Act that New Mexico wishes to address more directly, though we are certainly interested in the entire Act, is that portion dealing with the disadvantaged and handicapped.

As you are perhaps aware New Mexico has an ethnically diverse population and consequently that is why we are particularly interested in the portion of the act dealing with the disadvantaged and handicapped.

In New Mexico, we have 40 percent Spanish-speaking population, 7 percent native Americans, 2 percent blacks, and the rest are Orientals and what we might consider Anglo-Americans, or whatever the appropriate term is.

In the area of disadvantaged, we feel that the State has done a good job in attempting to meet the needs of this student. The disadvantaged student in New Mexico has problems that are not unique to the general student populace. For example, by the time that they reach a vocational institution they have problems in reading, arithmetic and the like that need special attention.

In this area, by increasing funding for the disadvantaged, we feel that remedial training can be provided to correct such problems. We are certain, by the way, that remedial training does work because we have some institutions in New Mexico where this type of training is being afforded along with the regular instruction and the success of the disadvantaged students and handicapped has been commendable indeed.

We feel specifically that by helping the disadvantaged we can rid our community of the problems of unemployment and other sociological problems that result from inadequate training.

So, we would strongly urge this subcommittee to consider at least keeping the present portion of funds that are earmarked for the disadvantaged and handicapped and suggest some strengthening of the language in the act to insure that this group of people is paid the attention that it needs and deserves in order to become productive and employable citizens.

Our written presentation addresses itself primarily to that portion of the law dealing with disadvantaged and handicapped. However, we do have a few other issues that we think we should highlight at least briefly.

One is in the area of teacher preparation.

Like some of the other people who have testified here today, we feel that unless we emphasize preparation of the vocational-education teacher at the university level that vocational-education will lag behind in providing the kind of service that it should and must provide our youngsters.

So, we strongly urge that the act provide some language to support vocational-education teacher preparation at the university level.

Another point that concerns us, and it has already been mentioned, is in the area of guidance and counseling.

Too many of the present guidance and counseling staff are not aware of the job opportunities that do not require college training in our industrial society. Therefore, they continue to channel students towards college rather than making them aware of job opportunities through vocational training.

As we are aware, there is a high rate of underemployment among a great number of graduates from our universities. We feel that this situation could be partly corrected by providing some language in the new act which would assist us in retraining our present guidance and counseling staff members and thereby have them provide the kind of counseling to our present high school and even postsecondary students which will make them aware of obtaining suitable employment through vocational training.

Another point that we feel is very important and that should be addressed in the proposed act is in the area of job placement.

High schools and postsecondary schools are certainly in a position to know the interests and needs of their particular students. Therefore, the schools could channel job placement, not in a competitive way with the present employment services within the various States but as a partner in trying to help the students where they would have the best chance of success and certainly would be able to utilize the skills that they trained for.

So, again we urge the subcommittee that the new act relate specifically to the idea of having job placement officers at the secondary and postsecondary vocational institutions.

State advisory councils have done a commendable job in trying to communicate the needs of business and industry to not only educational agencies but to the community as a whole. So, we believe that the State advisory councils and certainly the national council should be supported in the language of the new act.

Another area of the act, and certainly our Council wishes to make this point clear, that we endorse is the provision for a State plan. We think it is necessary; for without planning, we have far too much duplication in both effort and expenditures. However, a State plan should be more than just a compliance document.

Therefore, we would urge the subcommittee to consider language in the new act that would provide for proper articulation for all programs in vocational education according to specific guidelines in the State plan.

Again, we want to stress the point that the State plan is a necessary and useful instrument if utilized and developed properly. In its present form, however, it perhaps is of little use in some States.

Finally, I just want to mention that flexible funding is certainly necessary in those portions of the act that provides for certain types of projects. Certainly, the needs of each State are different. Therefore, mandates that require each State to have the same efforts in curriculum development, for example, will serve little purpose in improving vocational education in the individual State or Nation for that matter.

Therefore, we would urge this committee to consider some consolidation in the categorical funding at least in those areas where it is deemed practical to do so.

In closing, I just want to mention that the New Mexico Advisory Council feels that we have a good piece of legislation in the 1968 amendment. We do not propose that the act be changed entirely. Instead, what we are suggesting is some modification, some redrawing of the language in the act in order to improve it. But, on the whole, we certainly are very happy with the act and we would strongly recommend that it be continued as it is, especially in principle.

Thank you, Mr. Chairman.

[The prepared statement of Daniel H. Lopez follows:]

PREPARED STATEMENT OF DANIEL H. LOPEZ, EXECUTIVE DIRECTOR, NEW MEXICO STATE ADVISORY COUNCIL

Mr. Chairman and members of the subcommittee, I am Dan Lopez, Executive Director of the New Mexico State Advisory Council on Vocational Education. My Council has asked me to make this presentation here today on their behalf. They send their greetings and apologize for not being able to be present.

The New Mexico Advisory Council wishes to address itself primarily to that portion of the 1968 Amendments dealing with the handicapped and disadvantaged students, particularly as it concerns New Mexico. In this endeavor, the Council wishes to be as clear as possible about its views but nevertheless succinct in its presentation. A few general comments, however, will also be presented on some other specifics of the present Amendments.

New Mexico, as you are perhaps aware, is an ethnically diverse State. Its population is comprised of approximately 40 percent Spanish Surname, 7 percent Native Americans, 2 percent Blacks, and 51 percent that may be classified as Others for lack of a better term. It is essential, therefore, that any new legislation provide for specific monies to be earmarked for the purpose of meeting the needs of this diverse population.

The 1963 Vocational Education Act as amended in 1968 provides for the appropriation of at least 15 percent set aside funds for the disadvantaged and 10 percent for the handicapped. The purpose of the special set aside funds is to provide vocational education for persons who have academic, socioeconomic, physical, psychological or other handicaps that prevent them from succeeding in regular vocational education programs. This provision in the present Act, the New Mexico Advisory Council believes, is certainly an essential and excellent provision which will assure that the needs of the less fortunate students are met through special vocational education training. To insure, however, that set asides are used in accordance with the intent of the Congress, it is imperative to provide in the Act some measure of accountability by the states; that is, the Act should provide for some procedure whereby states would be held accountable for using these monies for their intended purpose.

We are well aware that some local educational agencies in New Mexico and across the Country as well are opposed to set aside funds for various reasons. Their rationale for abandoning set aside funds for the handicapped and disadvantaged is that it is difficult to identify either of these groups. They argue that the paper work that must be accomplished for utilizing set asides renders the use of these funds unfeasible. The New Mexico Advisory Council certainly apreciates the difficulties involved in identifying, classifying, and reporting of the disadvantaged and handicapped students. However, regardless of the additional work involve in using set aside funds for the disadvantaged and handicapped, the New Mexico Avisory Council strongly feels that the state is responsible for providing training to students with special needs in order to afford them an equal opportunity to become self-sufficient and productive citizens.

What has New Mexico done in the last four years to expand vocational training for the disadvantaged and the handicapped? The table below summarizes some enrollment and federal expenditure figures for the disadvantaged and handicapped in the State.

HANDICAPPED AND DISADVANTAGED STATE ENROLLMENTS AND FEDERAL EXPENDITURES

	Enrollments			Federal expenditures		
Year	Vocational education enrollments	Handicapped enrollments	Disadvantaged enrollments	Dollars	Disadvantaged	Handicapped
1973	65, 978	1, 279	25, 743	$3, 020, 938	$350, 844	$232, 882
1972	57, 018	1, 279	24, 414	3, 253, 903	378, 648	269, 816
1971	52, 605	1, 167	22, 817	2, 842, 401	331, 142	204, 920
1970	34, 428	842	11, 579	2, 431, 239	107, 597	196, 869

In four years, as we can see from the above table, enrollments of disadvantaged students have doubled. At the same time, enrollments of handicapped students have increased by approximately 30 percent. These enrollment increases by both the disadvantaged and handicapped have not been coupled, however, with proportionate financial assistance from the Federal government. Most of the financial support for the large number of new students enrolled in special vocational programs has come from State and Local governments. It is apparent that New Mexico is attempting to meet the needs of a great number of children in our State that require special atention. However, as one authoritative study indicates, 48,066 additional public school students need but are not receiving special help in our State.

It is evident, then, that there are a great number of disadvantaged and handicapped students in New Mexico, and certainly across the Country as well, that are in desperate need of special vocational education. Set aside funds for these students is obviously desirable and indeed essential. The new or amended Act should retain at least the present proportion of set aside funds for the disadvantaged and handicapped and perhaps introduce language into the Act that assures that these funds are utilized for their intended purpose.

In more general terms, the New Mexico Advisory Council sees no need for introducing a brand new vocational education act at this time; instead, revising and modifying the present Act would serve better the development and expansion of vocational education. In those sections of the Act dealing with the disadvantaged and handicapped, as we stated earlier, it would be necessary to strengthen the language of the Act in order to assure that those students that need special attention do receive it.

An area of vital concern in our State, and becoming more critically so each day, is the lack of attention being paid to the preparation of vocational education teachers. Little is presently being done to meet the great demand for additional vocational education teachers while at the same time higher educational institutions are apparently producing a surplus of educators in the general education fields. It is obvious, consequently, that universities have not responded to the need of preparing vocational teachers.

In an endeavor to induce universities to train vocational teachers and meet the immediate needs of vocational institutions, we strongly urge that categorical funding be made available to states experiencing such critical shortages and desiring to train additional vocational teachers to meet their needs. Categorical funds for vocational instruction, incidentally, could be used for pre-service and in-service training or to simply cross-train general educationalists for a vocational field.

According to many experts, 80 percent of all jobs in the United States by 1980 will not require a college degree. Consequently, it is imperative that guidance and counseling personnel begin to alert high school students to the fact that a college degree will not necessarily asure them of a job in the future. However, as most of us are aware, counselors are still intent on channeling all students towards university training without informing the student about other opportunities for advanced training. In order to afford students the widest and best choice of preparation for future employment, it is incumbent that counseling personnel be properly trained in both the latest counseling techniques and occupational alternatives afforded by our ever changing technological society. Accordingly, the new or amended Act should provide for training or retraining of counseling personnel in a way that they would make students aware of what types of education would enable graduates to obtain employment.

Job placement of vocational students must become a major responsibility of the training institutions. It is imperative that the teaching of job skills be closely related to the interests of the student and that they will have a reasonable chance of obtaining employment in the skill area for which they trained.

Placement must become a regular responsibility of all education institutions. To achieve this end, we would urge strongly that the new legislation provide for a placement effort at the local vocational schools.

The responsibilities of State Advisory Councils have increased tremendously since the enactment of the 1968 Amendments. Enrollments have dramatically increased; many new post-secondary institutions have been established; and on the whole, State and Local governments have greatly expanded their vocational education efforts. Coupled with this rapid expansion and acceleration of vocational education, the Congress has also enlarged the scope and nature of the State Advisory Councils' responsibilities. Along with these added responsibilities, however, sufficient funds have not been made available to Councils in order that they can meet their new and ever expanding duties. Consequently, for State Advisory Councils to keep abreast of their expanding roles, we strongly urge that the Fiscal Year 1975 appropriations bill provide for the authorized level of funding of $50,000 for each State.

Currently there is little or no coordination between levels of instruction in vocational training. Too many times programs at all levels of instruction are merely duplications of similar training that is going on at the primary, secondary, or post-secondary levels. It seems that no attempt is being made in the various levels of instruction to assure that students pursuing certain occupational skills are guaranteed a graduation in training opportunities from one level to the next.

In an effort to promote articulation among the various levels of instruction, it is well to include a provision in the State Plan that would provide for comprehensive planning in articulation of vocational programs at all levels of instruction.

Finally, the New Mexico Advisory Council recognizes the need for allowing each State the greatest flexibility in determining its own priority areas of special need. In keeping with this idea of flexible funding, New Mexico strongly recommends that, with the exception of the set asides for the disadvantaged and handicapped, as much of the categorical funds as possible be consolidated. Consolidation of categorical funds will permit each state to concentrate on those problems that are unique to individual states and of a high priority.

RECOMMENDATIONS

Very briefly, the New Mexico Advisory Council has tried to point out some areas of critical concern with regard to the present Vocational Educational Act. For purposes of summary, we will reiterate the seven points we wish to leave with this Sub-committee:

1. That the disadvantaged and handicapped set aside funds be continued and increased.
2. That the new act provide for teacher preparation of vocational education teachers.
3. That Counseling and Guidance staff be retrained with a view towards making them aware of the present job market and required instruction to participate in today's job market.

4. That provisions be made in the Act that will promote job placement efforts at local vocational education institutions.
5. That funds for State Advisory Councils be brought up to the $50,000 authorized minimum.
6. That state plans require proper articulation between levels of instruction.
7. That flexibility in categorical funding be allowed under the various parts of the act, but that disadvantaged and handicapped portions be strenghten.

Chairman PERKINS. Let me call on Mr. Howard.

STATEMENT OF BILLY R. HOWARD, EXECUTIVE DIRECTOR, KENTUCKY STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. HOWARD. Following T. K. Stone is no easy matter. At this point, anything I would have to say would be a "me, too" type of testimony.

I think it is amazing that the advisory councils across this country have agreed on a big issue like vocational education and see the whole picture in practically the same light. To me, it is an amazing type of agreement.

Mr. Stone has explained to you the growth that we have experienced in Kentucky, the types of services that we have, and the needs for the programs.

The only thing that I would like to address would be the public support that vocational education has received in our State and the public awareness of vocational education. To me, any program that is supported by Federal funds and has received the amount of attention and support and favor that vocational education has received in Kentucky must be all right.

To me, vocational education obviously has this type of support.

To say that the amendments have had an impact on our State would be anticlimactic at this point. But the significant thing is not only the public awarness and public awakening but the public involvement in vocational education.

We have regional advisory committees in our State that are functioning throughout our State. We are working, and hoping, to have local advisory committees get more citizen involvement and bring about an even greater awareness of vocational education.

So, at this point, practically all I would have to say would be what has been said.

We feel that the 1968 amendments are an excellent piece of legislation; very few changes are needed. Perhaps some consolidation could take place within certain categories.

We do favor continuation of categorical aid particularly to the handicapped and disadvantaged.

If there are areas that can be consolidated for ease of administration, perhaps that ought to be done.

I believe that any vocational education legislation which is contemplated or passed by the Congress now or in the future should add to the momentum generated and fostered by the provisions in the Vocational Education Amendments of 1968.

Thank you very much.

[The prepared statement of Billy R. Howard follows:]

PREPARED STATEMENT OF BILLY R. HOWARD, EXECUTIVE DIRECTOR, KENTUCKY STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. Chairman and Members of the Committee: My name is Billy R. Howard, Executive Director of the Kentucky State Advisory Council for Vocational Education, and it is a real honor for me to have an opportunity to appear before this Committee today.

Approximately one year ago, Mr. Chairman, you received a report from Dr. Carl Lamar, Assistant Superintendent of Public Instruction for Vocational Education, Kentucky Department of Education, Frankfort, which showed the progress and development of vocational education in Kentucky over the past ten years. It is the most complete and detailed description of what has happened over the past ten years in vocational education in Kentucky that I have seen. Mr. Chairman, in view of the thoroughness of this report and considering that you have reviewed it, and similar reports from other states, we are not here today to present you or the Committee with one statistical table after another and report on what you have already heard, read, and know.

We are here to discuss the Vocational Education Act of 1963, as amended in 1968, the impact it has had on vocational education in Kentucky and, hopefully to respond to any questions that you or other members of the Committee may have. As you well know, State Advisory Councils are, in the main, lay citizens who represent certain sections of the public. Our Council brings together a wide range of experience and expertise from many fields—management, labor, education, and the general public. Therefore, comments from us today on vocational education will, by necessity, reflect a lay viewpoint—but a viewpoint which we believe will best serve the interests of people in need of vocational education.

GROWTH AND EXPANSION

In the past ten years, vocational education enrollment has more than doubled in Kentucky. This is true at all levels—secondary, postsecondary, and adult. Programs for the handicapped and disadvantaged have grown by leaps and bounds, and enrollment has kept pace. A struggling program with only a small number of buildings, staff, students, and inadequate resources prior to the 1963 Vocational Education Act, has grown into a respected and viable component of Kentucky's education system. We have 75 vocational facilities, separate from the regular high schools and community colleges, presently operating across the state with sufficient numbers under construction, on the drawing boards or approved for construction to bring the total to over 100 in the next five years. Our total enrollment has grown from 79,124 in 1963 to 185,319 in 1973.

PUBLIC SUPPORT

For any program supported by public funds to accelerate at the rate vocational education has in Kentucky in the past few years, it must have something that appeals to the public and has public support and favor—vocational education obviously has this support. The appearance of groups of people before the State Board of Education to make presentations supporting their requests for new and expanded vocational facilities is a common occurrence, and the response of the Board has been most favorable.

IMPACT OF THE 1968 ACT

The Kentucky Advisory Council is convinced, and I am convinced as well, that the Vocational Education Act of 1963 as amended in 1968 is a very complete and thorough piece of legislation which recognizes the important role vocational education plays in the American economic and education systems. In my opinion, the real strength of the legislation lies in its provisions to serve the general as well as the unique needs of the people. Its specific language assures that attention will be given to certain, identified needs of people. Its impact on vocational education has been tremendous in Kentucky, and it has helped place vocational education in a new perspective in the minds of the public. It has helped to stimulate greater public interest in and support for vocational education in all sections of the state. This can be substantiated best by simply tracing the development of vocational education in our state over the past ten years.

PUBLIC AWAKENING

The demands for new programs and services, for new vocational education facilities, for renovation of existing facilities and for increased spending for vocational education in general has been at an all time high in our state for the past five years, and has been brought about, in my opinion, by an awakening of the public toward the contributions that vocational education is capable of making to the educational system. The 1968 Vocational Educationl Amendments must be given its share of the credit in bringing on the awakening.

PROGRAM EFFECTVENESS

Recognizing that vocational education has experienced a tremendous physical growth in Kentucky in the past decade, counting the new and expanded buildings which have been built and pointing to the increasing enrollment and new programs are not sufficient in determining whether the needs of people are being served. We can safely say, I believe, that we must have the facilities in order to offer the programs, but the real test in the effectiveness of the programs comes later. It is easy to measure the tangible growth—count the new buildings, the new work stations, the new teachers, the new students, and the new dollars. But dealing with the intangibles—such things as relevancy of programs and course offerings and their effectiveness in meeting the needs of people is much more difficult to measure.

I believe these can be measured effectively only through contacts with and through the involvement of people. . . . People who provide the jobs, and people who receive the training. Although we keep this foremost in our minds, and attempt to establish and maintain these contacts we are not as effective as we should be. We often become so bogged down with administrative responsibilities, putting out brush fires, and making ends meet that we keep putting off one of the most important parts of any vocational education program—maintaining contact with the businesses, industries, communities, and individuals we serve. We believe it is past time to bring about a greater degree of citizen involvement in the direction of vocational education programs, and we believe we are on the threshold of seeing this come about in Kentucky.

CITIZEN INVOLVEMENT

In the spring of 1971 the State Board of Education apopinted a vocational education advisory committee for each vocational education region in Kentucky. The State Advisory Council had earlier recognized the need for regional committees and had recommended to the State Board that they be established.

In the spring of 1974 the State Advisory Council, in the process of preparing a special report for the National Advisory Council on the impact of the 1968 Vocational Education Amendments in Kentucky, turned to these Regional Committees and asked for their opinions on the most significant improvements in vocational education in their regions since enactment of the 1968 Vocational Education Amendments. The response was good and the list of improvements was long.

Those improvements receiving the greatest number of responses were:

1. Providing new and expanded programs
2. Providing new and expanded vocational facilities and equipment
3. Identifying and initiating programs for the handicapped and disadvantaged
4. Strengthening cooperative and work study programs
5. Reducing the number of school dropouts, and
6. Developing a greater public awareness to the need for vocational education

It is obvious, therefore, the 1968 Vocational Education Amendments have helped bring about a wide range of improvements, and that people at the local and regional levels are quick in identifying them.

Regional Advisory Committees as a result of the survey, have some thoughts also on what any new vocational education legislation should look like:

1. It should provide for advanced funding
2. It should provide more funds to support programs already underway in the categories established, and
3. It should provide for greater participation by representatives from business, industry, and labor in vocational program planning and evaluation

Earlier in my testimony, I made reference to the impact the 1968 vocational legislation has had on awakening the public to the need for vocational education. This awakening has brought on a new degree of citizen involvement in vocational education which we have not experienced before. I would like to address this point at this time.

I doubt that any other State Advisory Council in this country has had a stronger interest in and has given more attention to fostering citizen involvement in vocational education than has the Kentucky Council. We see this coming about through organized, functioning advisory committees at the local, regional, and state levels. We can envision these three levels of advisory committees developing into an advisory committee system which would provide for local (administrative unit and craft) committees and regional (multi-county) committees to systematically have inputs into the work of the State Advisory Council. We see, with proper organization and support, local committees advising Regional Committees; Regional Committees advising the State Council; and the State Council thus being in a very fortunate position of having inputs from the "grass roots" level before it attempts to advise the State Board of Education.

We are fortunate to have 14 Regional Advisory Committees in Kentucky. The vocational education regions parallel very closely the state's area development districts. The total membership on these committees is approximately 300. The State Board of Education appoints the members, and the members represent basically the same categories found on the State Advisory Council. The State Board has defined the roles and functions of the committees. In addition to Regional Committees we have many programs, but not nearly enough, which have organized Craft Committees.

We see real value in *meaningful* involvement of local citizens in vocational education. We see them playing valuable roles in planning and evaluation; in helping to identify and rank program priorities; in community relations and in helping give a sense of direction to vocational education in its constant struggle to keep vocational education programs relevant to the needs of the people and to the economy.

We feel so strongly that citizen involvement is a necessary component of vocational education programs that the Kentucky Advisory Council voted to give a $1,000 grant to each Regional Advisory Committee to support the planning and evaluation responsibilities and activities of the Committees for FY-75. In order to receive this grant, each Committee agreed to provide the State Advisory Council with an annual report which expresses the Committee's concerns, interests, observations, and recommendations. Each Committee also agreed to hold one regional public meeting for the purpose of gathering citizen views on vocational education.

We have received plans of work developed by the Committees showing how they will use the grant in fullfilling their responsibilities. Many of the plans were excellent—showing that considerable time was spent in planning for the use of the funds. In all cases the plans were sound.

Seminars are planned, conferences are scheduled, and meetings are being set up all across the state by Regional Advisory Committees to bring people together who can give direction to vocational education in conducting present programs and in planning for future ones.

In my opinion, the quality of vocational education must keep pace with the quantity of vocational education, and this can best be achieved through meaningful involvement of advisory committees in the evaluation process. I view local and Regional Advisory Committees as the basic links between people and programs, and as a reliable and essential resource to the State Advisory Council. Their contributions in the State Advisory Council's *continuous need to know* about the vocational education needs at the local level and the effectiveness of existing programs cannot be overemphasized. State Advisory Councils have been given the responsibility to evaluate vocational programs, services, and activities, and they have assumed these responsibilities. The real heart of any vocational program is the relationship between pupil and teacher, and what takes place in the classroom, laboratory, or shop. I believe the people best equipped to evaluate the effectiveness of any local program are those nearest it—local people.

The jobs of State Advisory Councils are much too big for them to handle alone. They must have proper support and involvement of people at the local level. Not only is this type of involvement educationally sound, it is the proper thing to do. As you know, Mr. Chairman, it is a long way between Pikeville and Paducah, and a lot of vocational education activity is taking place in between.

It is my personal feeling that any new federal vocational education legislation should strongly encourage the establishment and utilization of an organized system of vocational education advisory committees with a communications system leading to the State Advisory Council. Perhaps some incentive should be offered to encourage the development of such a system.

PROGRAM CONSOLIDATION

Although the Kentucky Advisory Council has expressed support for the continuation of the 1968 Vocational Education Amendments in much the same form for the next five years, it is not opposed to some degree of consolidation of the various components of the legislation. In this respect, the Council has taken the following position:

1. Funds set aside for the handicapped and disadvantaged under Part B should continue. Kentucky's successful past experience in working with the handicapped and disadvantaged strongly support this position.
2. All funds going to support vocational education programs, under Part B could be consolidated except those going to support the handicapped and disadvantaged. However, the Council believes that caution should be exercised in consolidating the funds since there would then be no assurance that one program or category would not siphon off the funds which have heretofore gone to support programs at other levels.
3. Parts C and D could be consolidated and would probably facilitate the ease of administration.
4. Part E should remain in the new legislation and should be funded. Kentucky has a need for residential schools, and could justify more than one.
5. Part F should be identified separately and identified as specified programs.
6. Parts G and H could be consolidated and would probably facilitate the ease of administration without any impact on their effectiveness.
7. EPDA and Part I of the Act complement each other. These two supportive services should be combined and should be continued.

FUNDING

There should be advanced funding to the states based upon an approved State Plan which sets forth a sound procedure for implementing programs, services, and activities. There should be a permanent carryover provision in order to eliminate the hasty expenditure of funds before the end of a fiscal year.

The federal allocation of funds for vocational and technical education certainly should be greatly increased over the next five years. Kentucky has constructed facilities, expanded staff and has generally developed its position whereby it can launch a comprehensive program of vocational and technical education to serve the needs of instructional programs for the people of the state. Additional facilities are needed and funds are needed to expand programs, services, and activities. The demand for vocational education programs and services far exceed available resources for implementing them.

There has been considerable discussion relative to the states' needs for a greater degree of flexibility in the administration of funds. However, we are not convinced that more flexibility is necessary, needed, or desirable. States have set up administrative procedures to administer the various categories now found in the 1968 Amendments. Kentucky has been making changes in its vocational education administration procedures since 1968 to structure an operation which will permit it to reach the objectives of the current vocational legislation.

NATIONAL AND STATE ADVISORY COUNCILS

The autonomy and independence of the National and State Advisory Councils should be protected, and the Councils in smaller states should be assured of adequate financial support to allow them to function in the manner which Congress intended. Federal funds for State Advisory Council support should continue to come to the State Advisory Councils directly.

In conclusion may I say that during the first six months of this year, the Kentucky Advisory Council devoted a majority of its attention to matters concerning vocational education legislation. A comprehensive review of the impact of the 1968 Vocational Education Amendments on Vocational Education in Kentucky was made, and it is quite evident that the impact has been great. The legislation is basically sound and gives direction to and support for the kinds of vocational education programs, services, and activities needed in the state. In addition to providing support for regular vocational programs, it identifies specific classifications of people to be served and requires that a certain portion of vocational education funds be used to serve their needs thus assuring that those who are in greatest need will receive attention. It provides special financial support for programs in cooperative vocational education, work study, consumer and homemaking, curriculum development, education professional development, research and exemplary programs, construction, and citizen involvement. These programs are extremely important if vocational education is to remain a viable instrument in satisfying the occupational needs of people and the manpower requirements of employers. The 1968 legislation must be given a great share of the credit in helping to stimulate greater public interest in and support for vocational education and for helping bring additional vocational education facilities and programs to all sections of Kentucky.

I believe that any vocational education legislation contemplated or passed by the Congress now or in the near future should add to the momentum generated and fostered by the provisions in the Vocational Education Amendments of 1968.

Mr. Chairman, and members of the Committee, I appreciate the invitation to appear before you today, and for giving me the opportunity to discuss a subject as important as vocational education.

We recognize the exemplary service this Committee, and its Chairman, have rendered in promoting and supporting sound, progressive educational programs in this country, and particularly the time and attention you have given to strengthening and improving vocational education in this country. We shall remain indebted to you for your service.

STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION
AND MANPOWER DEVELOPMENT AND TRAINING,
Frankfort, Ky., December 13, 1974.

Hon. CARL D. PERKINS,
House of Representatives,
Washington, D.C.

DEAR MR. PERKINS: In response to your letter requesting additional information regarding my testimony before the General Subcommittee on Education, September 24, 1974, on the extension of the Vocational Education Act, I submit the following:

1. How much Federal money comes into your state? $12,426,319.
2. How much is retained? 100%.
3. How much goes out to the schools? $11,483,214. The remaining $943,105 is used in the Bureau of Vocational Education for staff.
4. How are state employees funded? $943,105—Federal Funds; $977,315—State Funds.
5. What percentage of Federal funds is going to secondary schools and what is the percentage going to postsecondary schools?

Part B Funds: Secondary—26.6%; Postsecondary—34.1%.
All Federal Funds: Secondary—17.7%; Postsecondary—19.5%.

These figures were furnished by staff in the Bureau of Vocational Education, State Department of Education.

Very truly yours,

BILLY R. HOWARD,
Executive Director.

Chairman PERKINS. Let me thank all of the advisory committee panel and compliment you for your presentations today in behalf of an expanded vocational education program.

I would like to ask the gentleman from Iowa a question.

How did it happen that your work-study applicants doubled from 1970 up to 1972? Do you feel that the stipends that we are paying those students are adequate?

Mr. KISER. This doubling in participation within that 1-year period occurred, I think, primarily because of a carryover of funds that were not utilized in a prior funding period.

As you note, the information does not include fiscal year 1974.

When I referred to the diminishing utilization of work-study funds by the student in fiscal year 1974, I want to report that this is based on a series of personal observations made by our council in visiting with school administrators and students in various school systems in the State and at the hearings that we held during the past year.

The stipends are not keeping pace, in our opinion, with the inflationary period that we are experiencing.

Chairman PERKINS. The fact that you had some money there shows that the work-study program is still inadequately funded.

Am I correct in that?

Mr. KISER. Yes.

Chairman PERKINS. If you had additional funds, the applications would increase?

Mr. KISER. Yes.

Chairman PERKINS. Perhaps not at as rapid a pace as in 1971 and 1972, but you would have a tremendous increase; is that right?

Mr. KISER. That is correct, Mr. Perkins.

Chairman PERKINS. Can you tell us to what extent you are short of work-study funds, from your applications?

Mr. KISER. I do not have that data with me.

Harlan, do you have any data on that?

STATEMENT OF HARLAN GIESE, EXECUTIVE DIRECTOR, IOWA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. GIESE. I am afraid we don't have that information.

Chairman PERKINS. Would you want to venture a guess or estimate?

Mr. GIESE. There is the utilization of these funds with the minimum-type reimbursement that is available to the institutions and the students.

If there was a higher reimbursement ratio to the public agencies, you would have many more students taking advantage of the work study funds.

Chairman PERKINS. Mr. Peyser.

Mr. PEYSER. Thank you, Mr. Chairman.

I, too, want to thank the panel for their presentation and their written testimony to back up much of what you have said.

Now, I am sure that you are aware that in the days ahead there are going to be many efforts in budget cutting because of the fiscal problems the country is facing. I am personally of the opinion that this is not an area that we should do any cutting in. I am convinced that the committee will basically feel the same way.

Mr. Van Alstyne, you, in your written testimony, make reference to career education.

I am a little concerned over what the implications really are here.

Is there any feeling on the part of your panel, for instance, that there is an overemphasis on liberal arts education, that there should be a deemphasis on liberal arts education, at the higher education level now?

I wonder how you view this in terms of the higher education system.

Mr. Van Alstyne. Mr. Peyser, I think I can speak for myself at the moment.

I happen to be an overseer of Fairleigh Dickinson University. It has 20,000 students. It is almost entirely higher education.

I was a graduate of Williams College. You know that is nothing but higher education. I have been on that council. I am vice chairman of the board of Bergen County Community College. So, I run the gamut.

The reason that I accepted a place on the national advisory council is that I did feel there was a tremendous amount, there were many, many good plumbers who were lost when they tried to be second-grade philosophers.

In the conversation that I had with the commissioner of education earlier this year, I said one of the greatest numbers of unemployed people in the world are Ph. D.'s. One of the least unemployed are the people who graduate from vocational schools.

All I am trying to do, my emphasis is to take care of a problem that is here and not deemphasize higher education in the slightest.

Mr. Peyser. I appreciate the clarification.

Incidentally, I had a son at Williams College, and I am a trustee at Colgate University. So, obviously, I have been very active in the liberal arts field over the years myself.

I do not want to see or to have the belief developed that we are trying to deemphasize in any way liberal arts education because in looking at one of the lines in your testimony it says, "there is a demand that education be made more relevant to the achievement of the good life."

My feeling is that good life is a very difficult term to define but I do agree that we have to make the availability for vocational education; we also have to make it attractive and have guidance people knowledgeably involved aiming in this direction.

I also would be equally concerned if I felt there was any effort to somehow downplay, whether it is the philosophers or the artists or the other people in this country, because I don't think that is what we want.

Mr. Van Alstyne. If I understand you correctly, I think you and I agree exactly.

I would like to say one more word.

In my testimony, I emphasize the fact that I think one of the things we lack more than anything in our present system of vocational education is enough good guidance and counseling. There are not enough people who are trained to guidance and counseling. As the young men and women come up to guide them as to which direction they should go, should they go towards liberal arts or should they go towards vocational training?

I think our whole educational system would be tremendously improved if we stressed that factor more than anything else.

Doesn't that coincide with your thinking?

Mr. Peyser. Yes; it does. That is exactly what my thinking is.

I wanted to be sure we were both on the same track on that.

This problem speaks for the rest of the panel, as well, on that particular issue.

Thank you very much, Mr. Chairman.

Chairman Perkins. Thank you very much, Mr. Peyser.

Mr. Quie?

Mr. Quie. One of the things that struck me about the State of Washington field hearings on vocational education is that the State of Washington received about $7 million from the Federal Government, passed about $5 million on to the community colleges, vocational technical schools and secondary schools, and retained $2 million for themselves.

They put some of that money out on a project grant basis. I found it interesting that in their coordinating council, which is the way they get around that sole agency operating the program, they have, I believe, 101 employees. The superintendent of State public instruction had seven employees administering vocational education and the community college board had six employees. That makes 114 employees, all paid by the Federal Government. There are no State employees paid by the State government on vocational education.

The total budget for vocational education in the State of Washington was $54 million. For handicapped and special education, the total budget was $65 million. They had three employees in the State in that program.

I would like to know if you have any knowledge in your own State if there is anything comparable to that. How much comes into the State? How much goes out to the schools? How much is retained and how are the State employees funded?

I told them out there I thought it was unhealthy that the State Legislature was having no impact on the State administration. They had impact, of course, by providing programs. Most of the money that you have indicated in your statement comes from within the State but the ratio varies. Someone said 25 percent comes from the Federal Government. In some other States the Federal Government's share is less than that.

Could I get an idea from Kentucky, Iowa, California, Maryland and New Mexico?

Mr. Bogetich. I can respond for California.

Washington is not unique.

At one time, California had $800,000 in the Governor's budget for support of vocational education administration at the State level. That was blue-lined out in 1969. Presently, 102 vocational education professional staff are funded solely with vocational education money at the Department of Education, plus an additional 60-plus clerical staff, an additional 18 professional staff, these are approximate numbers, in the Community College Board of Governors, plus some clerical staff, the total number of which I am not totally sure.

Approximately $3 million to $4 million for vocational education administration entirely from vocational education funds out of the ap proximately $40 million that comes into the State. Another $2 million is spent for teacher preparation—in service and preservice—which is administered by the State agencies.

So, Washington's problems are not unique. It happens all over.

Our council has questioned who does the State staff owe its soul to, the Federal Government or the State of California?

We suggest that the State finance the administration of vocational education.

Mr. QUIE. Presently you must match within the State 50–50 at least on the Federal funds. How would you feel if we had a law which would require at least 50 percent matching in State administration?

Mr. BOGETICH. Amen.

Mr. QUIE. Could we go on to find out from Kentucky?

Mr. HOWARD. I think what he said is basically true of Kentucky.

I think we have depended a long time for Federal funds for staffing purposes. I think this is true in many respects.

What percentage of State funds go into staff positions versus Federal funds, I could not give you the figures on that but I am sure it is quite high.

I think what he has said fairly well reflects what goes on in Kentucky.

Mr. QUIE. Would you or the other gentleman from Kentucky, Mr. Stone, send up the figures so we could put them in the record?

Mr. STONE. I don't have the figures but I have an Amen.

Mr. QUIE. Well, you send us the figures.

How about New Mexico?

Mr. LOPEZ. We don't seem to have that problem in New Mexico, particularly because the allocation in New Mexico is so minimal.

Last year, we received $2.7 million.

The present vocational education staff is able to handle that without diverting too much of the money for administration.

Mr. QUIE. Most of the administration money comes from the State?

Mr. LOPEZ. From the State, itself.

The present staff handles most of the routine distribution of the funds.

Mr. QUIE. Would you submit also the details of what it is?

Mr. LOPEZ. I will be happy to.

[The subcommittee requested the information but did not receive it.]

Mr. QUIE. What about Maryland?

Mr. COOK. Mr. Morton, our executive director, tells me that in Maryland there are 32 State employees in the department of vocational education and they are paid 50 percent by State funds and 50 percent by Federal funds; approximately $400,000 each for about an $800,000 payroll.

Mr. QUIE. You are right on track.

Mr. GIESE. We have approximately 25 professional persons in the vocational division of the State department of public instruction in our State of approximately 150 professional staff members in the whole department. Just a very approximate figure, there are approximately 40 percent State funds supporting the vocational division and about 60 percent Federal funds.

Mr. Quie. California.

Mr. Dellefield. I thought you might be interested in noting the figures that Mr. Bogetich mentioned, that California has about as many professional staff to supervise and provide leadership in vocational education as the U.S. Office of Education to provide vocational education leadership in the whole Nation funded out of Federal funds.

Mr. Quie. Does anybody else want to comment on that?

Another area which interests me is that of certification. In Minnesota's vocational-technical schools it is not necessary for a teacher to have the same kind of certification as a teacher in a secondary school. Of course, that is true in junior colleges, community colleges and State colleges and universities, as well. You have a certification requirement.

Is it the case in all your States that in the secondary school everyone has the same certification requirements to teach other subjects as they do to teach vocational education, or does it vary by State?

Could we get from California what your situation is because you have all of your technical schools and community colleges together in one.

Mr. Bogetich. Yes.

We do not have separate trade schools or vocational schools. It all happens within the confines of the community colleges or secondary schools.

Our vocational teaching personnel have somewhat different criteria for certification based upon occupational competency. If a person happens to have degree, that is fine, too, but that is not the sole determinator. The main determinator is the vocational competency and with a minimum of 2 years of trade experience.

You can have a combination of occupational experience and educational experience to give a combined total of 5 years which the new certification law indicates is necessary. If a person came directly out of industry he would have to have at least 5 years of trade experience to teach vocational education at the secondary level. The community colleges have their own certification system but basically based upon occupational competency, also.

Mr. Quie. Is this any problem?

Does it run that way in the rest of the State?

We can speed that up if you are all nodding affirmatively on that.

Maryland has something different.

Mr. Cook. For the secondary schools, 5 years' work experience is required and 18 hours of college credits in appropriate subjects for certification and within a period of 7 years, 34 hours of college credits have to be ained by the vocational teacher.

At the community level, there is no certification requirement. They resist any kind of uniform system.

Mr. Quie. I talked to some teachers in Minnesota, and their rationale seemed to have some merit to me. It went like this, in the elementary and secondary schools, teachers are doing more than just teaching skills. They have the responsibility for the whole development of the child. Once youngsters leave the secondary school, then that development has almost been completed. No matter what kind of postsecondary institution it is, the teachers are involved in teaching people additional skills. Incidental to that there is a great deal of personal development and human relations, and learning how people interact with each other, but teachers don't have the responsibility for it in the post-secondary school that they did in elementary and secondary.

How does that fit with you gentlemen?

Mr. DELLEFIELD. There is another rationale, Mr. Quie. That is, in order to find teachers with the competency to teach at the journeyman level, the skill trades, rarely would you find a man with the combination of journeyman level and supervisory experience in the skill trade and have a college degree at the same time or even several years of college.

The usual procedure is to find a person with a high degree of skill competency and presumably some experience in supervision so that he has had responsibility for teaching other kinds of employees and put him on the job teaching and then require that during the next several years he attend the university and learn the pedagogy and other techniques.

The most important part of the vocational education is the thorough and competent knowledge of the trade, itself.

Mr. QUIE. Are you addressing yourself to the National Advisory Council on the question of certification of secondary school teachers?

I believe that the growth of demand for vocational technical schools and postsecondary vocational courses brought about that kind of demand at the secondary school level. We are going to see more and more increased demands for training of schools at the secondary level.

Mr. DELLEFIELD. Yes.

Two years ago, the National Advisory Council made a study, we thought it might be a problem. At that time, we found that the general pattern was the pattern that California just described and it did not look as if certification would be a major problem for vocational teachers.

On the other hand, certification for counselors is a major problem because there they require the usual academic kinds of proper backgrounds and usually, I think, these people are not well aware of the world of work.

Mr. GIESE. I wonder if it would be possible to comment.

Essentially, our State has the same requirements that have been elaborated previously with regard to teachers at the secondary and postsecondary level, with the exception that at the secondary level, while the State plans and certification rules provide for the opportunities for nondegree people to teach vocational subjects, in practice with local automony, oftentimes there is an effort to employ first the degree and then the occupational experience.

So, you do run into a problem there.

Another item relating to this, and, hopefully, this is only a State problem that we can resolve, there seems to be an attitude of reluctance on the part of the universities, an attitude to provide these brief preservice training programs and in-service training programs in teaching methodology to the trade teacher unless they are reimbursed.

Mr. QUIE. Let me ask a couple questions about California.

You mentioned on page 3 of your testimony:

> Adaptations to the Plan are often made administratively and arbitrarily in negotiations between the State Department of Education and the U.S. Office staff without informing or involving the Advisory Council.

You say:

> This appears to be inconsistent with the legislative intent of Congress.

I would say it is not only inconsistent with the legislative intent, it seems to me that the legislation is very clear that it is required.

Now, what is being done to bring that about?

Mr. BOGETICH. I had a brief meeting with Dr. William Pierce yesterday in his office, the Deputy Commissioner, and have an appointment to meet with our regional staff in San Francisco next month to bring this to their attention.

We realize that the State Advisory Council does sign off, so to speak, on this compliance document prior to the State Board of Education approval. This was done in June. Between June and September 10, the State staff and the region 9 office negotiated, modified, made some changes to the State plan and we were never apprised of those changes or involved or informed.

Therefore, it is our intention to bring this to the attention of region nine office and tell them like it is and what Congress intended to be involved, inform and give advice on the State plan.

That is why we offered the suggestion to get away from a State plan that is only compliance document.

Mr. QUIE. If you need further help on the legislative side let us know when we draft this regulation. We will make the language a little clearer, if necessary.

The other question I would like to ask you about is the formula.

You indicated that there is about 10 percent of the total population in California, about 12 percent of the vocational education enrollment, and you are getting 8 percent of the money.

Now, is that eight percent of the money accurate?

Mr. BOGETICH. We arrived at this figure by taking the $550 million that is allocated nationally, and subtracting the 10 percent that is held by the Commissioner, leaving roughly $500 million. California's authorization is somewhere in the neighborhood of $40 million. This is how we arrived at the 8 percent in our testimony.

In terms of taking a look at the exact formula percentagewise, we would have to do a little more investigation of that point.

Mr. QUIE. If you have any suggestions for a change in the formula, I wish you would let us know. We got into a great deal of difficulty in the formula in title I. Vocational education has gone along without much controversy. If there is a serious problem, I think we would like to address ourselves to it when we revamp the legislation.

Mr. BOGETICH. I would hate to have you give incentives to States that are doing a fantastic job, that would result in the rich getting richer and the poor getting poorer. We wouldn't want to be accused of promoting that. We don't have an exact answer but we note that there might be a better allocation formula.

Mr. QUIE. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Steiger.

Mr. STEIGER. Thank you, Mr. Chairman.

This is a very distinguished panel.

I am sitting here laughing to myself and hoping the gentleman from Minnesota does not get too deeply involved in formula, since we spent 18 months trying to straighten it out. I don't want to see us go through that on vocational education. You may be sure we will watch that matter very carefully.

I will go to the National Advisory Council first and then briefly into each of the statements that you have. I am deeply grateful for what you have done and the kind of perspective you give us.

I am a little unclear, in trying to reconcile the report of the National Advisory Council, the eighth report, in which you say as recommendation No. 7——

Mr. VAN ALSTYNE. Excuse me, sir.

What page of the testimony?

Mr. STEIGER. On page 7 of the September report.

You say in there any new legislation dealing with career education should be considered separately from the Vocational Education Act in order to keep clear the distinction between vocational education and career education.

Dave, in your statement on the last page, page 12, you correctly express the distinction between the concept of career education and the component programs of vocational education and then say, "We urge the committee to consider in the statement of purpose of the new bill a section which will help clarify the relationship between vocational education and career education."

Now, my problem is, if, on the one hand, you say it ought to be a separate bill and, on the other hand, you say we should clarify the relationship, how am I going to do that?

Mr. VAN ALSTYNE. I will let Cal answer.

Mr. DELLEFIELD. Mr. Steiger, our concern was that because of the confusion between vocational education and career education some people consider career education merely another name for vocational education, which it is not, that there be two separate bills, and that in the vocational education bill, itself, you indicate why career education is not involved in that bill, that career education is something different and it is handled elsewhere.

An example might well be, for instance, in the Senate Appropriations for this year they indicate that because there was money in curriculum development in NIE, there was no need for $4 million in curriculum development in vocational education. We know that NIE development in career education is used at the elementary school to get children ready to know about the world of work. This does not help develop skilled career programs at the secondary and post-secondary level.

So, we urge that those two not be combined in one bill.

Mr. **Steiger**. That helps clarify that problem, Cal. I appreciate that.

I am a little concerned, however, in the work that the National Advisory Council has done and in your own recommendation in your September report, are you in effect, and I will ask it in two parts:

One, are you saying Congress ought to adopt a career education bill?

Mr. **Van Alstyne**. That is right; very much so.

When I testified before you came in, Congressman, I pointed out the fact that our eighth report of the National Advisory Council is entirely concerned with career education which the Council endorsed unanimously, our belief in the idea of career education.

The principal thing is that what we are afraid of is that we believe, just as most of my colleagues here from the States have said, we believe so thoroughly in the excellence of the present bill we now have, 1963 and the amendments of 1968, we don't want that changed or confused with anything.

The record is absolutely fantastic, the growth of vocational education since that bill was passed in 1963.

So, we would prefer to have a subject as important as career education taken care of in a separate bill.

Mr. **Steiger**. Then the second part of my question is: What, if anything, do you recommend or have you thought about in terms of the problem we created for you and for ourselves in occupational education as a part of the education amendments of 1972 and the relationship between occupational education, career education and vocational education?

Mr. **Van Alstyne**. When the word occupational education reared its ugly head, and the reason I use the word "ugly" is because all it did was confuse the verbiage, I went to the dictionary to look up the difference between occupational education and vocational education, and I wish every body here would do it; after you have done it, to find out what you have learned.

I don't quite know the difference. Some day somebody might explain it to me and I might understand it. I don't see that there is any difference.

All of a sudden, somebody decided to use the words occupational education and I suddenly find that they mean vocational education. So, why did they change it? What was the point?

Mr. **Steiger**. Would any of the other members of the panel want to help me better understand what we ought to be doing about those three somewhat distinct but not very distinct problems that we have?

Mr. **Dellefield**. Mr. Steiger, I am not certain that they are distinct, at least two of the three. I think in the committee's discussion when the occupational amendments were passed Mr. Quie and yourself discussed the difference between vocational education and occupational education and you indicated that you saw them as synonymous. I think that is basically the feeling in the field from those who understand and work in the field. The confusion comes from people outside of the occupational or vocational education field who try to make a distinction.

Mr. STEIGER. Should we then explicitly fold occupational education and vocational education into one regardless of what we decide to call it?

Mr. DELLEFIELD. I think it is one.

Mr. STEIGER. So that it becomes a single act instead of two separate acts?

Mr. DELLEFIELD. Very definitely.

Part of our testimony is that we would hope that title X of the occupational education be moved into the Vocational Education Act and that is in our testimony.

Mr. STEIGER. I saw that.

I wanted to make sure we got that more clearly on the record.

Mr. BOGETICH. I would like to comment.

I think there is confusion not only in Federal legislation but among professional educators. We have so many terms, and because vocational education as a term has had a stigma for so many years, we try to use new terms and in the process we confuse the troops in the field. I know when I did my dissertation work I tried to see in terms, of the effective domain, whether or not the students involved in the program felt any different if they were in vocational education, career, development, occupational education. In terms of effect, the words vocational education meant more to them than any other term. So, call a spade a spade.

The other thing is career education. This is one of our concerns too, and I would support the National Advisory Council is separating the terms and funding sources. Career education has been assumed as a vocational education movement because the funds that have supported the development of career education have come from vocational education funds. That is a problem.

Some of the greatest opponents, therefore, are people from vocational education because of this funding problem as well as some of the academicians who see that this is another way of getting vocational education into our school system rather than an infusion process. By introducing careers and career development at the earliest levels of a child experience in our education system, students at the secondary and postsecondary level, they will be demanding vocational education training rather than finding out by chance through inferior counseling that it is an alternative and probably a better alternative than some of the postsecondary higher education aspects of education.

I would support what the National Advisory Council is saying.

Mr. STEIGER. Anyone else on the panel wish to comment on that?

Mr. COOK. Just that I don't want to take issue with my colleagues here but I would hope that if we separate career—I concur that occupational and vocational ought to be folded in as a synonymous thing but I would hate to think that we would get a separate act on career education and get it lost in the shuffle. If it has teeth so that we are not pulling money away from vocational education for career education fine. But if there is a trade-off, I think it ought to be left in there, and there should be explicit terms within the present legislation, defining them and funding them separately.

Mr. STONE. I don't like to be in a position of bragging on the gentleman from California because California does a pretty good job for themselves, but, speaking from Kentucky we concur wholeheartedly in the philosophy that he has expressed.

From another State, we say another Amen.

Mr. STEIGER. That is a very unusual event, I must say.

We will mark it down as a red-letter day of agreement for California and Kentucky.

Mr. STONE. I said I did it reluctantly.

Mr. HOWARD. Mr. Steiger, if there is any confusion between career education and vocational education we in Kentucky have to think it is the same. Because, where do we go to get our money for career education? We go to vocational education. How is it administered? It is administered through the Bureau of Vocational Education.

Applications come for special projects across the State in the field of career education and they go to the Bureau of Vocational Education. What else can we think? It has to be one and the same.

Mr. STEIGER. A valid point.

Mr. BOGETICH. May I make one more point, sir?

Mr. STEIGER. Certainly.

Mr. BOGETICH. One of the things that I would caution Congress in considering separate legislation for career education is that you do not consider career education as a program but consider it as a process.

Mr. VAN ALSTYNE. As a concept.

Mr. BOGETICH. As a concept; yes.

I fear if you install it as a program, then we will add another track in our educational system and we have too many tracks already.

Mr. STEIGER. I share your concern on how we get that done.

We tend not to think in concepts. That makes our job somewhat more difficult.

I am sure between Jack Jennings and Carl Perkins and Mr. Quie there is enough intelligence and expertise that they can get that job done.

Mr. Kiser, in your statement on behalf of Iowa, you have talked about the importance of cooperative education and work-study education, and basically if I read you correctly, you are saying we should maintain them as separate and distinct programs; is that correct?

Mr. KISER. That is correct.

Mr. STEIGER. My problem with that, if I may seek to follow up with you, is not every State will have identical needs in cooperative education or work-study.

My concern here is that, if we design this as a categorical program, if we maintain them as separate and distinct, it comes out of the block of money that goes to Iowa, Wisconsin or California, wherever it goes; it gives you no flexibility at all in terms of a decision that the State makes or local school districts make about the need for expansion of cooperative education versus a restoration of work-study or vice versa.

How do we overcome inflexibility if we maintain strict categorical programs?

Mr. Kiser. Our primary concern is that either one of these functions be not diminished because they are serving two separate groups of students. We see the cooperative programs as very vital towards preparing students toward a specific occupation.

Our concern would be, perhaps it would be easier to administer the work-study funds and channel the money out for that purpose. We think that each type of program serves a separate function. I guess we are looking at that from a parochial standpoint in Iowa where we view both of them as being necessary and that an elimination of the categorical definition might tend to diminish one or the other to a greater degree than we would like.

Mr. Giese. With regard to your question on this matter, we attempted to illustrate a situation which we think is different maybe than the rest of the Nation, different from the point of view that, initially, as we began to study cooperative programs, we were of the opinion that we were oversaturated with these programs in the State. Upon further detailed analysis, we developed a map which is enclosed in the testimony which, in fact, indicates that we have not even begun to scratch the surface.

From comparison with other States, it appears that we may be on a per capita basis far ahead of most States in the establishment of cooperative programs.

The second point, with regard to work-study programs, we are probably a unique state in that generally we are not considered to be a poor state. We do not have some of the high numbers of low-income families that many other states have. Yet, from our analysis, it appears that we have sufficient numbers of people who could benefit from work-study funds.

Considering both of those points and with a kind of cursory overview of comparing our State with other States, it doesn't seem that the Congress would create a problem by maintaining categorical aid.

Mr. Steiger. Thank you for your further comments on that.

One of the questions for which we sought an answer in the other hearings that we have held up to now has been what percentage of Federal funds is going to secondary schools and the percentage going to postsecondary schools in each of the States.

I wonder if I can go around the table and have you give us that information or, if you don't have it, submit it to us.

Can we start with California?

Give us your enrollment.

Mr. **Bogetich.** Enrollment in California is in excess of 1½ million students.

The approximate division of funds is somewhere around 50–50 percent: 50 percent postsecondary and 50 percent secondary. Those figures are ball park.

I can give you the exact figures and I can provide them to the committee.

But the term as to how those funds are distributed is jointly made between the board of governors of the California Community Colleges and the State board of education through a joint committee on vocational education.

Mr. **Steiger.** If you would, could you submit to us the exact breakdown?

Mr. **Bogetich.** Yes.

Mr. **Steiger.** We will put that in the record at this point with the unanimous consent.

[The information to be furnished follows:]

California Advisory Council on Vocational Education and
Technical Training,
Sacramento, Calif., October 2, 1974.

Hon. **Carl D. Perkins,**
Chairman, House Education and Labor Committee,
House Office Building,
Washington, D.C.

Dear Mr. Perkins: On behalf of the California Advisory Council on Vocational Education, I would like to thank you and the Subcommittee on Education for the opportunity to provide testimony concerning vocational education legislation.

Enclosed are the materials requested by the Committee relative to administrative costs and distribution of VEA funds in California.

With regard to administrative costs, may I point out the following major items:

1. The 1973–74 Governor's budget indicated a total of $5,572,683 for the administration of vocational education and related activities.
2. $3,633,196 was used by the State Department of Education for administration of secondary programs. The Department of Education was authorized 175.9 positions in the Governor's budget of which approximately 105 were professional staff and the remainder clerical.
3. $811 248 was used by the Chancellor's Office of the California Community College for administration of postsecondary programs. The funds were used to support approximately 18 professional and 9 clerical staff.
4. $573,700 was utilized for teacher training activities.
5. $130,000 was used by the Department of Education to support career education efforts.

I hope that this information is helpful, and please do not hesitate to ask for additional assistance.

Sincerely,

Thomas M. Bogetich, Ed. D.,
Executive Director.

ANALYSIS OF STATE ADMINISTRATIVE BUDGET BY ORGANIZATION AS REFLECTED IN 1973-74 FISCAL YEAR, GOVERNOR'S BUDGET VOCATIONAL EDUCATION SECTION

	Administration	Program services	Program planning	Area planning	Program operations	Agriculture	Business	Homemaking	Industrial	Regional offices	Career education task force	Total
Budget, 1973-74 as requested by vocational education section	$996, 396	$653, 214	$399, 292	$51, 722	$355, 764	$597, 652	$547, 220	$380, 289	$1, 359, 093	$133, 850	$130, 000	$5, 604, 492
Adjustments by departmental budget section or department of finance	−17, 994	−18, 610	−7, 823	+72	−7, 564	+9, 283	+11, 190	+3, 791	−18, 278	+14, 124		−31, 809
Governor's budget, 1973-74	978, 402	634, 604	391, 469	51, 794	348, 200	606, 935	558, 410	384, 080	1, 340, 815	147, 974	130, 000	5, 572, 683
Loss:												
Contract-community colleges	811, 248											811, 248
Excess personal property		160, 000										160, 000
Water resources—Graphic services		9, 400										9, 400
Curriculum development			10, 000				51, 000					61, 000
Area planning				51, 794								51, 794
Services of other agencies (Res. for Contr)					15, 000			6, 000				23, 000
Teacher training:												
Chico State college (4898)						2, 500						2, 500
U.C. Davis (4904)						78, 356						78, 356
Cal Poly, S.L.O. (4900)						79, 844						79, 844
Cal Poly, Pomona (4899)						10, 500						10, 500
Fresno State (4897)						12, 500						12, 500
U.C.L.A. (1639)							95, 000					95, 000
U.C.L.A. (17)									295, 000			295, 000
Data processing services		118, 340										118, 340
Career education task force											130, 000	130, 000
Total reductions	811, 248	287, 740	10, 000	51, 794	13, 000	183, 700	146, 000	8, 000	295, 000	0	130, 000	1, 938, 482
Subtotal	167, 154	346, 864	381, 469	0	333, 200	423, 235	412, 410	376, 080	1, 045, 815	147, 974	0	3, 634, 201
Add:												
Matrix management							9, 400		90, 459			99, 859
Evaluation unit		57, 833										57, 833
Net vocational education administrative costs	157, 154	289, 031	381, 469	0	333, 200	423, 235	403, 010	376, 000	955, 356	147, 974	0	3, 476, 309

ANALYSIS OF STATE ADMINISTRATIVE BUDGET BY ORGANIZATION AS REQUESTED BY VOCATIONAL EDUCATION SECTION 1973-74 FISCAL YEAR

	Administration	Program services	Program planning	Area planning	Program operations	Agriculture	Business	Homemaking	Industrial	Regional offices	Career education task force	Total
Budget, 1973-74 as requested by vocational education section	996, 396	705, 721	399, 292	51, 722	355, 764	597, 652	556, 684	380, 289	1, 443, 009	133, 850	130, 000	5, 750, 379
Less:												
Contract-Community colleges	811, 248											811, 248
Excess personal property		160, 000										160, 000
Water resources—Graphic services		9, 400										9, 400
Curriculum development			10, 000				51, 000					61, 000
Area planning				51, 722								51, 722
Services of other agencies (Res. for Contr)					15, 000			8, 000				23, 000
Teacher training:												
Chico State college (4898)						2, 500						2, 500
U. C. Davis (4904)						78, 356						78, 356
Cal Poly, S.L.O. (4900)						79, 844						79, 844
Cal Poly, Pomona (4899)						10, 500						10, 500
Fresno State (4897)						12, 500						12, 500
U.C.L.A. (1639)							95, 000					95, 000
U.C.L.A. (17)									295, 000			295, 000
Data processing		145, 900										145, 900
Career education task force											130, 000	130, 000
Total reductions	811, 248	315, 300	10, 000	51, 722	15, 000	183, 700	146, 000	8, 000	295, 000		130, 000	1, 965, 970
Subtotal	185, 148	390, 421	389, 292	0	340, 764	413, 952	410, 684	273, 289	1, 148, 009	133, 850	0	3, 784, 409
Less:												
Matrix management							9, 464		83, 916			93, 380
Evaluation unit		57, 833										
Net vocational education administrative costs	185, 148	332, 588	389, 292	0	340, 764	413, 952	401, 220	372, 289	1, 064, 093	133, 850	0	3, 633, 19

1973-74 VEA APPROPRIATIONS

Part	Amount	Secondary (percent)	Community colleges (percent)
A. Disadvantaged	$1,692,691	56	44
B. Vocational programs	34,929,859	52	48
C. Research	762,090	25	25
D. Exemplary	355,464	54	46
F. Consumer and homemaking	2,624,047	78	22
G. Cooperative	1,036,981	50	50
H. Work study	748,504	62	38

Mr. Howard. In Kentucky, last year the total enrollment was around 185,000. This includes all three levels. There were around 112,000 at the secondary level; 12,000 at postsecondary level and 60,000 at adult level. There was very little growth in the postsecondary level. Numerical growth was just 70 to 80, percentagewise very, very little. Most of the growth in our State has taken place at the secondary level.

You will find that most of the funds are distributed this way accordingly.

Mr. Steiger. Do you have the breakdown?

Mr. Howard. I don't have the breakdown but I can get that to you.

Mr. Steiger. New Mexico?

Mr. Lopez. I don't have the exact breakdown with me.

The present enrollment figure for all students in New Mexico is 65,000. It is approximately 15 percent, and at the secondary level——

Excuse me.

It is about 39 percent for 1973. That is from 15 percent in 1969.

I have more complete figures for the 4-year period. If you wish, I would be happy to submit them for the record.

Mr. Steiger. Why don't we have that included at this point.

Thank you very much.

[The subcommittee requested the information but did not receive.]

Mr. Steiger. Maryland?

Mr. Cook. Mr. Steiger, I have data for 1971–72 for Maryland.

Secondary, in 1971, was $26.43.

Postsecondary, community college, $103.40, about four times.

In 1972, there was a substantial change.

Secondary was up to $42.49 from $26.

Postsecondary was down to $62 from $103.

So, we are having quite a shift.

Mr. Steiger. Are you talking about $62 per student?

Mr. Cook. Yes.

Mr. Steiger. Do you have the breakdown there of the percentage distribution of the Federal funds?

Mr. Cook. The Federal share: Community colleges get about 17 percent and the remaining 83 percent goes to the secondary or high school level.

[Information supplied by Mr. Morton follows:]

MARYLAND STATE ADVISORY COUNCIL
ON VOCATIONAL AND TECHNICAL EDUCATION,
Annapolis, Md., October 14, 1974.

Mr. JOHN F. JENNINGS,
Counsel, Committee on Education and Labor, General Subcommittee on Education, Washington, D.C.

DEAR MR. JENNINGS: In response to questions asked the Maryland Advisory Council on our testimony of September 24, 1974, we are supplying the following information:

1. The total number of persons in the Division of Vocational Education is 44.

Salaries for fiscal year 1975:

Federal	$363, 617
State	322, 802
Total	686, 419

Total State Program Costs:

Federal	$473, 281
State	403, 011
Total	876, 292

The salary figures do not reflect a salary increase of over 5% which will be paid totally by the State.

2. In regard to certification of high school vocational teachers, Maryland teachers must have five years successful work experience in the trade they are teaching plus 18 hours of college courses from a selected program. This is regarded as the equivalent of a college degree. They have three years to complete the 18 hour program. Within the next seven years the teacher must complete a 34 hour program which is regarded as a masters degree equivalent.

For community college instructors there is no certification requirement.

3. The Maryland State Advisory Council expects to receive $50,825 from the Federal government, $16,932 from the State for a total of $67,757 in FY 75.

4. In FY 73 Maryland allocated $5,927,579 to the secondary school systems and $1,535,601 to the 16 community colleges. This comes to approximately 80% for 171,784 high school vocational students and 20% for the 19,170 post-secondary vocational-technical enrollment.

VOCATIONAL-TECHNICAL FISCAL YEAR 1973 STATISTICS

	Secondary	Percent	Post-secondary	Percent
Enrollment	$171, 784	90	$19, 170	10
Total Federal	$5, 927, 579	80	$1, 535, 000	20

I hope this information will be useful to the Committee in its deliberations. Also, I am enclosing a report we did in assessing vocational education in Maryland from 1969–72.

The Maryland State Advisory Council members present at the hearing were impressed with the caliber of questions and apparent knowledge of the Congressmen on vocational-technical education. I look forward to meeting with you in October.

Sincerely yours,

MICHAEL R. MORTON,
Executive Director.

[Report referred to is retained in subcommittee files.]

Mr. STEIGER. Thank you.

Mr. KISER. We don't have our statistics with us from Iowa on this.

However, most of the growth that has taken place in vocational education has taken place at the postsecondary level.

We will make that data available to you.

Mr. STEIGER. Thank you very much.

[The information referred to follows:]

CAREER EDUCATION ADVISORY COUNCIL,
Des Moines, Iowa, October 29, 1974.

Hon. CARL PERKINS,
Chairman, Education Subcommittee, House Education and Labor Committee, House of Representatives, Washington, D.C.

DEAR MR. PERKINS: We wish to express our appreciation for the opportunity to testify before your committee on September 24, 1974 regarding the proposed 1975 Vocational Education Amendments. During that testimony you and several members of the committee raised questions which we were not prepared to answer at that time. Since September 24th we have been collecting the statistical data for response to these questions. We have assembled this data into graphs which we are enclosing with the hope that they will be valuable to you in this form.

The enclosed Graph 1, segment A, shows the total State and Federal vocational allocation for fiscal years 1970 and 1974. Segment B of Graph 1 shows the trend in State administrative expenditures for the same two fiscal years. Segment C of Graph 1 shows the percentage of total federal and state funds used for state administration expense for the two fiscal years. We believe that this graph will provide you with an illustration of the extent to which federal appropriations are used to support State level administrative expense in Iowa.

You and/or the members of your committee asked the testifying State Council representatives about the balance in programming efforts by the States with regard to enrollments, program availability, and dollar expenditures. Graph 2 illustrates the growth in enrollments that has occurred between fiscal year 1970 and 1973 at the secondary and postsecondary levels by occupational area. We are also taking the liberty of identifying the percent of enrollment increase by 1973 according to actual enrollments at the secondary and postsecondary level. Graph 2 illustrates that enrollments increased 48 percent at the postsecondary level during the four year period while enrollment during the same period increased 23% at the secondary level. It becomes apparent that there is a stronger commitment to vocational education at the postsecondary level in our State than at the secondary level.

Through examination of Graph 3 it appears that enrollment growth is not keyed to real labor market needs. There is some question in the minds of the Iowa Council members about the need for providing categorical support for consumer and homemaking programs. We have a program cost study which was completed in recent years which reveals that the per pupil cost of a home economics program typically is less than the average cost of academic instruction in the high schools. The original concept behind vocational aid was to provide assistance to schools for the *exceptional* cost of the vocational program. There is no question in the minds of the Council members about the value of and need for home economics instruction. There is some doubt in Councel members minds as to the need for categorical expenditure of federal vocational support funds for this program. We feel that retention of the State Plan is essential to strengthening state administration so that enrollment growth is keyed to real labor market needs.

We understand that certain education groups are encouraging that great emphasis should be placed in future legislation on expanded funding of postsecondary vocational programs. We feel that writing a mandate of this nature into legislation would be a gross mistake. The enclosed Graph 4 illustrates that in Iowa, more than 70% of the State and Federal vocational funds have been committed to postsecondary programs during each of the fiscal years from 1969 through 1973. We feel that it would be more appropriate to include a provision in the legislation that the State Plan *will show* a balanced effort in terms of program opportunities, enrollment, and dollar commitment to the residents of the State at both the secondary and postsecondary level.

Graph 5 illustrates program growth trends at the secondary and postsecondary levels. The greater program growth at the postsecondary level is most likely due to more liberal reimbursement policies for postsecondary vocational programs than policies which are in effect for secondary programs.

Sincerely,

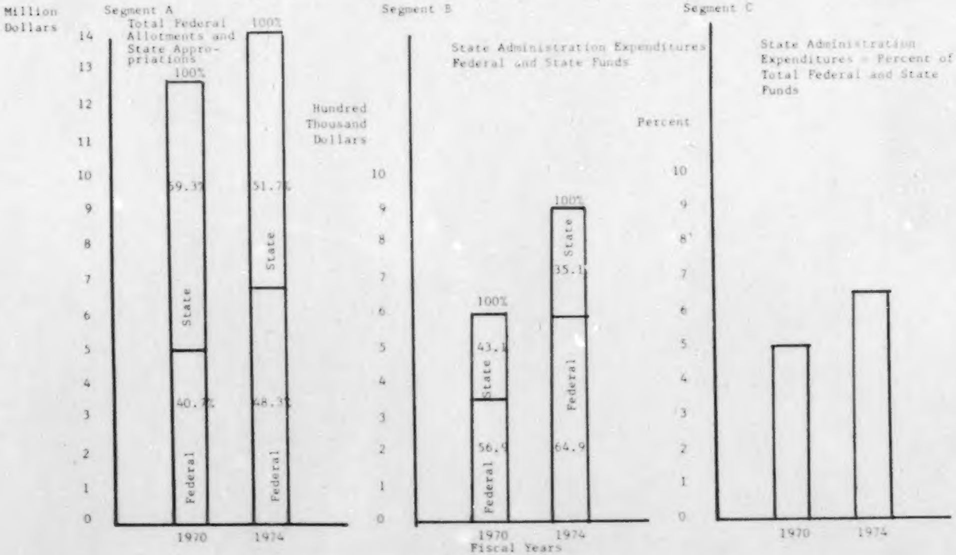
HARLAN E. GIESE,
Executive Director.

Enclosure.

STATE OF IOWA

Graph 1

Career Education - Total Funds Allotted and State Administration Budgets

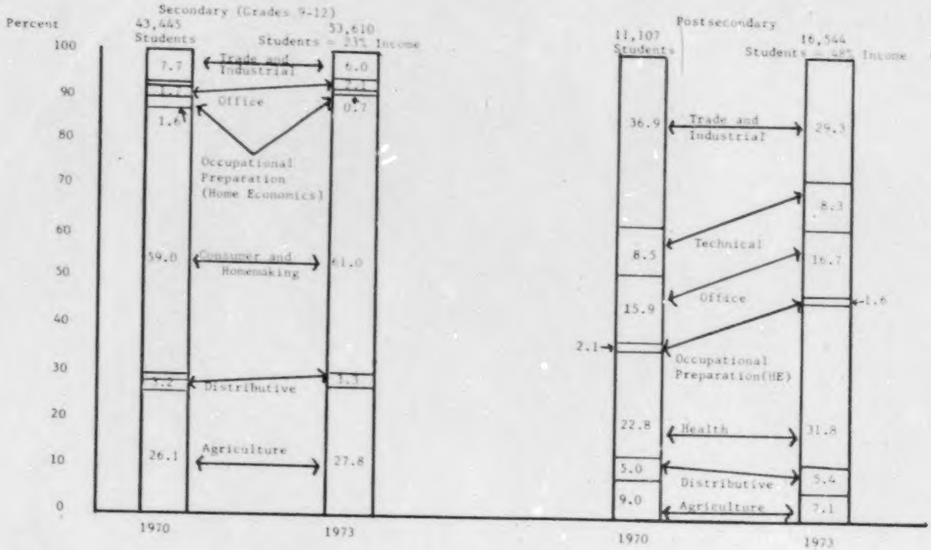


Graph by State of Iowa Career Education Advisory Council

STATE OF IOWA

Graph 2

Career Education Enrollments - Preparatory and Cooperative Programs



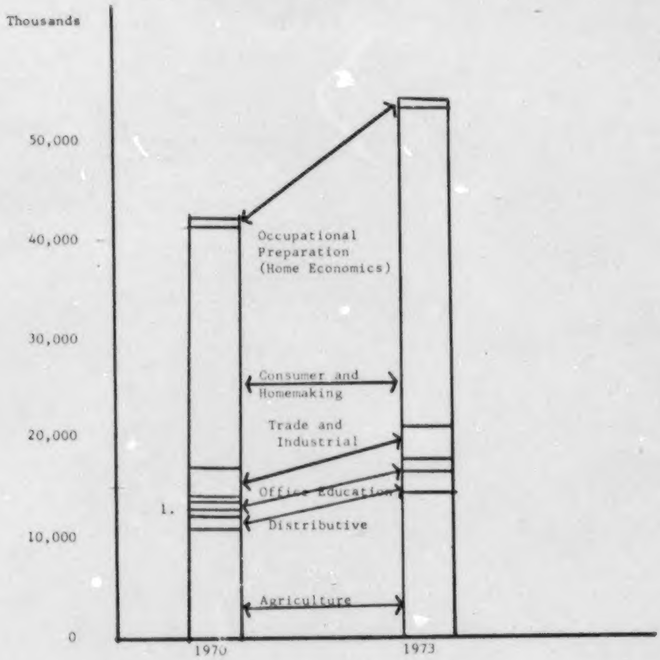
Graph Prepared by the Iowa Career Education Advisory Council

STATE OF IOWA

Graph 3

Career Education Enrollments - Job Preparatory and Cooperative Programs

Secondary Schools (Grades 9 through 12)



Source: Annual Reports

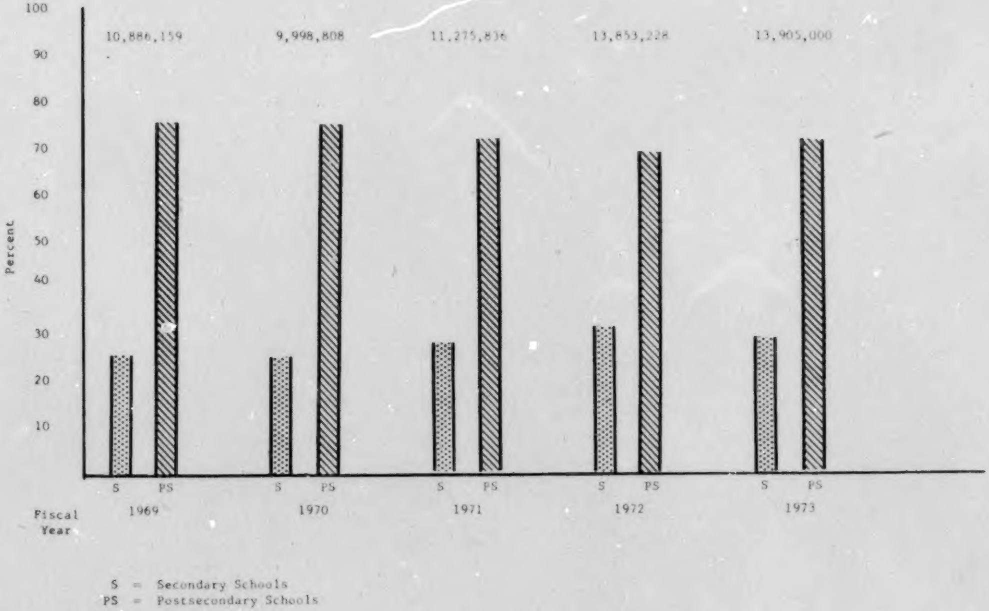
1. Health (219) and Technical (114) enrollments in 1970 only.

Graph by Iowa Career Education Advisory Council

STATE OF IOWA
CAREER EDUCATION ADVISORY COUNCIL

A Comparison of Fund Allocation to Secondary and Post Secondary Schools

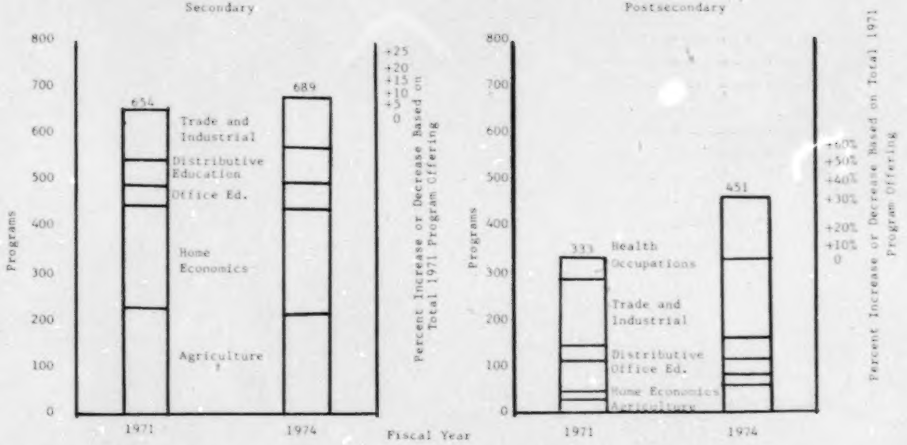
Graph 4



STATE OF IOWA

Graph 5

Vocational Program Expansion in Iowa at the Secondary and
Postsecondary Level in FY 1974 Compared to FY 1971



Graph Developed by Iowa Career Education Advisory Council from Program Directories (Publications of Iowa Department of Public Instruction)

Mr. Steiger. I now go to Mr. Howard and Mr. Stone in Kentucky on your regional advisory committees in which you voted to give $1,000.

In all of the testimony we have had throughout these hearings since they began there has been an increasing concern expressed about the planning problem. All of you have hit upon it in saying basically the State plan is nothing more than a document which says here is what we are doing without any real effort.

Is the Kentucky experience at this point, Mr. Howard, worth our further consideration?

What are you finding as you go through this process of regional councils?

Mr. Howard. In Mr. Stone's absence, I will respond.

We are very satisfied, really, with the type of citizen involvement that we have in Kentucky.

About 3 years ago, the State Board of Education appointed regional committees. They identified their role, their function, their responsibility, and made the appointment. We have in the neighborhood of 300 people who serve on these committees.

Now, the regions are set up somewhat like our area development districts. This is a coordinating committee, in addition, to render advice on the direction of educational programs. Hopefully, that is the way they are working. We feel so strongly that regional committees ought to be that our Council issued $1,000 grants of its money to each regional committee to support its evaluation and planning activities. Now, we have seen some good things come from this small amount of money. We have seen some work plans develop; we have seen regional committees begin to hold the types of meetings and the types of conferences, seminars and what-have-you across the State of Kentucky to bring the people together who ought to be together who can look at vocational education.

We feel our job is too big to do alone. We don't see how we can do the kind of job that we have been assigned to do with the resources we have available. By necessity, we turn to the local people. We turn to the regional committee. We see the thing that ought to be one step further. We want to see local advisory committees in terms of perhaps advising us on a single building or a particular program within a building; craft committees, with inputs into the regional committee, with inputs into the State advisory council, so that we will have some real grassroots input into our activities before we attempt to advise the State board of education on a matter as important as vocational education.

Mr. Steiger. What is your budget for the State advisory committee in Kentucky?

Mr. Howard. Our Federal appropriations, and that is our sole source of funds at this point, last year was $56,000 regular funds.

Of course, we picked up some carry-over funds, some 1973 funds, also.

It cost us $14,000, which represented around 26 percent of our regular appropriated money.

We made a choice. We could either hire a staff person with $14,000, or we could spread it out into the State and get regional committees involved and active, and that is the choice we made.

Now, the committees have agreed to write and give to us an annual report which will express that committee's concerns or observations or recommendations. They have also agreed to hold one public meeting in each of the regions.

It is that type of organization that we are trying to set up. We feel we are making good progress with it. We encourage it.

Mr. VAN ALSTYNE. I think you might be interested in my taking my national council hat off and putting on my hat as a New Jerseyite.

We in New Jersey, probably from the very beginning, have had the equivalent of regional councils, equivalent because we had 21 counties. Each county has a county superintendent of schools.

Our system works. Any vocational education school or any community college, any institution of any kind that is engaged in the activity of vocational education that applies for funds, the funds go to the county superintendent of schools and he discusses it with them. Then that is more or less of a regional group in the county.

From there is goes to Trenton, to the commisioner of education. It seems to work pretty well.

Mr. STEIGER. Has the national council made any recommendation or held an examination on this question?

Mr. VAN ALSTYNE. On page 9 of my testimony, the third paragraph, it is very simple. The subcommittee has expressed an interest in the matter of local advisory councils on vocational education. We believe that local councils can be very effective but their establishment is, we believe, a State and local decision and should not be part of Federal legislation.

Every State, either by law or regulation, provides for local advisory councils on vocational education either on the basis of individual occupational fields or broader school system councils.

Mr. DELLEFIELD. I might add that if the State councils are going to assume this responsibility, you might anticipate providing them with additional funds.

In addition to Kentucky, New York and Indiana, Florida, Maryland and many other States are acting as a sort of host for the local advisory councils in providing training programs for their members, in setting up coordinated evaluation programs, and are operating in much the same way as the National Council and State council relationship, a coordination of equal partners working together for a better evaluation system and a better planning system.

Mr. BOGETICH. Speaking for California, at the same time that the State advisory council was created in 1969, the legislature created no more than 12 area vocational planning areas and then funded five pilot areas. The way the legislative process worked, the money was drawn out of the vocational education pot to the tune of between $200,000 and $300,000 per year to fund five pilot areas; to fully fund all 12 areas it would cost a million or a million and a half dollars per year to effect a statewide system of lay input into vocational planning.

One of the unfortunate things and one of the pleas in my testimony is that Federal leadership needs to be exerted in the new legislation that indicates some type of parameters and guide lines so that planning is articulated among and between all state agencies involved in vocational education as well as providing for grassroots and lay into the planning process and that the vocational education advisory council be the focus of this process to bring it all together.

We have found, for example, the legislature was concerned that no effective planning was going on and did not consider the State plans for vocational education as an effective planning document. However, they did not put enough teeth in the legislation.

So, what the area committees do is not compatible with what the State does.

You know, the twain shall not meet.

The reports go in and they sit on the State board's desk and nothing happens to them. There is a sense of frustration. An awful lot of people are bowing out of that particular thing. Right now, we are in the process of trying to figure out some better way of accomplishing it.

Mr. Cook. As our testimony indicated, we feel very strongly and have as a high priority in our work program the strengthening of local advisory councils. In Maryland, they are not mandatory; they are optional with the local educational agency and they vary all over the place, from excellent to many that are just paper councils.

We believe that there should be some means of strengthening them either by mandate or by funding and we have attempted, as Mr. Dellefield has indicated. We have held seminars and anticipate more to do what we can and we plan to fund from our limited funds some regional conferences to do this.

We feel it is essential and that this is, as my colleagues indicate here, a grass roots approach.

Mr. Steiger. I want to thank all of you very, very much for the time you have spent, for the kind of leadership you have given.

Thank you, Mr. Chairman.

Chairman Perkins. Let me thank the entire panel for your appearance here this morning. You have been most helpful to the committee. We appreciate your taking your time to come here and assist us on such an important piece of legislation.

We may have you back again before we write the final bill but we expect to get a bill as early as possible next year. Naturally, we are pleased with the cooperation that we are receiving from interested groups and people who are interested in the welfare of the country.

Thank you very much.

The subcommittee will now adjourn.

[Whereupon, at 12:05 p.m., the subcommittee adjourned, subject to the call of the Chair.]

[Information submitted for the record:]

Area Vocational Technical School,
Moberly, Mo., November 14, 1974.

Hon. Carl D. Perkins,
Chairman, House Education and Labor Committee,
Washington, D.C.

Dear Mr. Perkins: I have been corresponding with the Honorable William L. Hungate, Representative of the Ninth District of the Great State of Missouri, concerning employment problems of young people. Mr. Hungate advised me to inform you, as chairman of the House Education and Labor Committee and of the General Education Subcommittee of my views concerning these problems.

As I am a counselor in vocational education, I feel I have a great responsibility in seeing that the needs of our nation's youth are satisfactorily fulfilled. It is a general concensus of opinion, we are hindering our future labor supply. We spend huge amounts of tax money each year in training these young people at vocational-technical schools for skills enabling them to obtain gainful employment early in life.

Our vocational students make mature occupational choices at an early age, and eagerly train for two or more years to be able to enter the world of work and achieve their ambitions. When the student reaches the end of his technical training, he is informed he must reach the magic number eighteen (18) years of age before he can work in industry. As a rule less than half of those in our graduating classes are of that age, so the ones who are seventeen must continue to sit and wait giving up opportunities of placement till finally he has reached this magic birthday.

Other programs suffer during the students' second or terminating year at vocational-technical school, those programs are on-the-job training, and job placement bureaus. These programs cannot function effectively because industrial employers will not/cannot, practically/legally make use of these services, both of which would greatly benefit the student.

I feel the law does not protect vocational-technical graduates as much as it inhibits him. Even though our graduate is young, he is very much above the untrained person who is hired off the streets. A vocational-technical student should be able to work part-time in industry during his training and immediately after his training regardless of age 17 or 18.

I hope, that as chairman of these powerful committees, you would weigh the factors involved and initiate legislation to charge, or make exceptions to the existing bondage under which our young laborers must endure.

Youth is our hope for tomorrow. If we take care of them now, they will take care of us in the future.

With best wishes, I am sincerely yours,

Dennie E. Foster,
Area Vocational Counselor.

McGraw-Hill Book Co.
New York, N.Y., September 23, 1974.

Mr. John J. Jennings, *Counsel, General Sub-Committee on Education, House Committee on Education and Labor, Rayburn House Office Building, Washington, D.C.*

Mr. Chares W. Radcliffe, *Minority Counsel, House Committee on Education and Labor, Rayburn House Office Building, Washington, D.C.*

Gentlemen: Thank you both for the time you spent with our small AAP delegation last Tuesday afternoon to inform us of the status of plans to extend or amend the Vocational Education Act. While most of these points came out in our discussion with you, I would like in this letter to record points that we at McGraw-Hill hope will be considered as the Committee progresses through hearings and revision or amendment drafts. While these suggestions are our own, you will find that they are largely supportive of positions already expressed by others. In developing our position on these matters, we have reviewed the following papers:

1. Legislative Proposal for Occupational and Vocational Education, prepared by the Bureau of Occupational and Adult Education (May 1, 1974)
2. Legislative Proposals for Vocational Education, prepared by the American Vocational Association (May 2, 1974, final draft)
3. Statement on Vocational Guidance, Exploration and Placement, prepared by Mr. Gene Bottoms, Vice President, Guidance Division, American Vocational Association, Inc. (August 1, 1974)
4. Testimony on Vocational Education for the General Sub-Committee on Education, Committee on Education and Labor, U.S. House of Representatives (August 13, 1974)

First, of course, we advocate funding at a higher level. We regard it as highly unfortunate that funding for vocational education has never been closer to the levels called for in authorizing legislation.

Second, we urge increased emphasis on "career exploration" programs at the junior high school level. Such programs lie in an area of potentially conflicting interests of the traditional vocational educators, and the proponents of the more general education concept of career education advocated by Sidney Marland. But controversy or no, effective programs are being developed at this level for the purpose of helping young people to increase their ability to make good career decisions. Through games, simulations, reading and audiovisual materials, testing programs and the like, such programs can be significantly more effective than the kinds of vocational guidance programs that were available when most of us were in school. And because their purpose is to improve vocational decision making, we believe it is appropriate for them to be provided for specifically and generously in any extension of the Vocational Education Act.

Third, we hope that careful attention will be given to refining and maintaining standard taxonomies of occupations and courses of instruction in order to facilitate planning and communication. Two government publications which are presently available and which are important steps in the right direction are:

Standard Terminology for Curriculum and
Instruction in Local and State School Systems:
State Educational Records and Reports Series,
Handbook VI GPO 1970 #E 5.223:23052
Vocational Education and Occupations: GPO 1969 #FS 5.280:80061

One small example of the kind of thing that can be done to facilitate vocational education planning on a systematic basis with effective taxonomies of occupations and courses of instruction is the enclosed "Curriculum Planning Guide for Office Occupations" prepared by the Gregg and Community College Division of McGraw-Hill. Such tools as this, based on a synthesis of vocational education curricula in seven states, will clearly be of only limited value if the titles of courses, jobs and job clusters mean different things to different people.

We stress this point because we believe it is particularly important; we have not seen it in other proposals for extension of the Vocational Education Act that we have seen this year, and because this is an area in which significant further progress can be made with little or no need for additional funds.

Fourth, we support the idea that more funds should be made available for post secondary vocational education, especially for community colleges and for continuing education programs.

Fifth, we hope that we will not, as a consequence of consolidation efforts, lose sight of the merits of cooperative education programs which distinguish them from work experience and work study programs. Specifically, we consider the coordinating role of the schools in cooperative education programs to be very important. We would consider it unfortunate if well-planned and well-coordinated cooperative education programs were to be supplanted by work study and work experience programs in which work activity is not closely coordinated with instruction in the schools.

Cordially yours,

JOHN F. VANCE,
Executive Vice President.